

ENVIRONMENTAL RESTORATION

(dollars in thousands)

		2004 Actual	2005 Estimate	Uncontroll. & Related Changes (+/-)	Program Changes (+/-)	2006 Budget Request	Change from 2005 (+/-)
Regulation & Technology*	\$\$\$	235	257	3	-1	259	+2
	FTE	1	1	0	0	1	0
Abandoned Mine Land	\$\$\$	173,472	167,861	214	60,037	228,112	+60,251
	FTE	97	97	0	0	97	0
TOTAL	\$\$\$	173,707	168,118	217	60,036	228,371	+60,253
	FTE	98	98	0	0	98	0

*FY 2004 includes actual civil penalty collections (\$74,201) and FY 2005 and 2006 include estimated civil penalty collections (\$98,611 and \$100,000, respectively).

**MISSION GOAL: TO PROVIDE A CLEANER AND SAFER ENVIRONMENT
FOR THE AMERICAN PEOPLE BY RECLAIMING AND RESTORING
LAND AND WATER DEGRADED BY PAST MINING**

The Environmental Restoration business line funds the abandoned mine land program (AML). The program addresses threats to public health, safety, and general welfare through the reclamation of environmental hazards caused by past mining practices. Through this business line OSM provides funds to States and Tribes for administering their approved AML programs. OSM also evaluates State and Tribal AML programs, abates emergency and high-priority coal mining-related hazards through the Federal Reclamation program (where OSM has reclamation responsibility), and fosters partnerships for the Clean Streams Program aimed at addressing acid mine drainage/water pollution problems.

The total magnitude of the abandoned mine problem is difficult to assess, but OSM has developed a national inventory that contains information on over 17,700 problem areas associated with abandoned mine lands, mostly coal. A problem area is a geographical area, such as a watershed, that contains one or more problems. The more serious problem areas are classified as priority 1 (extreme danger to public health and safety), priority 2 (adverse affects to public health, safety, and general welfare), or priority 3 (environmental hazards). Since 1977, over 190,000 equivalent acres of priority 1 and 2 health and safety, and environmental-related coal problems have been reclaimed.

OSM's Environmental Restoration business line supports accomplishment of the Department of the Interior's Resource Protection and Serving Communities mission goal

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components in the strategic plan. As stewards of our nation's natural and cultural resources, the Department is entrusted with safeguarding these treasures for future generations. Environmental problems associated with abandoned mine sites, such as, water pollution, open portals and pits, land stripped of natural vegetation, and refuse piles degrade our natural resources. Through the reclamation of these problems, our land and water resources are improved for beneficial uses, such as, agriculture, wildlife habitat or development.

Mine site cleanups not only improve our environment, but also safeguard people and property. In addition, these communities are revitalized through the creation of jobs associated with reclamation projects.

OSM's authority to collect the abandoned mine reclamation fee expired on September 30, 2004, but was renewed by FY 2005 appropriation language through June 30, 2005. Prior to program reauthorization during formulation of the FY 2004 budget, the Administration began using the Program Assessment Rating Tool (PART) to identify strengths and weaknesses of programs and to make informed budget, management, and policy decisions.

The PART review of the Abandoned Mine Lands Grants Program for FY 2004 identified three recommendations for the program. The recommendations and OSM's progress to date are noted below:

- Propose legislative changes to the program's authorization to increase the rate of pre-1977 abandoned coal mine land reclamation;

OSM worked diligently with the Department of the Interior and Office of Management and Budget officials in drafting legislative changes to the AML program. Legislation had been presented in both the House (H.R. 3778) and Senate (S.2049 & S.2086). In part, the legislative changes seek to extend the authorization of fee collection authority while balancing the interests of all coal states and focusing on the need to accelerate the cleanup of dangerous abandoned coal mines by directing funds to the highest priority areas so that reclamation can occur at a faster rate, thereby removing the risks to those who live, work and recreate in the coalfields as soon as possible.

- Extend the coal fee, which expires on September 30, 2004, to fund the remaining work;

This provision was part of the above mentioned legislative proposal to amend SMCRA. In addition, Congress extended the fee until June 30, 2005, in its FY 2005 appropriation language.

- Develop long-term measures that are more outcome oriented and develop at least one efficiency measure.

OSM, States and Tribes developed more meaningful performance measures and collected data from States and Tribes for those measures in FY 2004. The measures are:

- Number of stream-miles for which degradation from past surface coal mining has been improved.
- Number of surface acres of water for which degradation from coal mining has been improved.
- Number of active partnering and leveraging agreements.
- The amount of increased funds derived from active partnering and leveraging agreements.
- Number of people with reduced exposure potential to safety risks from abandoned mine lands.
- Percentage of declared emergencies abated within six months.
- Number of people directly affected (emergency abatements).
- Percent of AML grant funds obligated nationally by States and Tribes.

Baseline data has not yet been established so the current targets for the above measures are considered preliminary.

**Operational Processes
(Program Activities):**

Approximately 90 percent of OSM's total funding request for this business line is for State and Tribal Funding, which provides AML State and Tribal reclamation grant funding, including watershed cooperative agreements, as well as funding for State and Tribal operated emergency projects.

**ENVIRONMENTAL RESTORATION
ENCOMPASSES**

State and Tribal AML Reclamation Operations

- *Reclamation Grants*
- *Clean Streams Program*
- *Watershed Cooperative Agreements*

Federal and State Reclamation

- *Emergency Programs*
- *High Priority Projects*
- *Outcrop and Underground Fire Control*
- *Civil Penalty Reclamation*
- *Bond Forfeiture Reclamation*

Program Development and Maintenance

State Program Evaluation

The Federal Reclamation Program funds both emergency and high-priority reclamation projects in States and Tribes that do not have a coal regulatory program, and also provides for emergency reclamation of AML problems in States with a coal regulatory program but without their own emergency program. OSM's administration costs of these projects are included in this business line.

Evaluation and Oversight of the State and Tribal AML reclamation operations is coordinated by OSM through the State Program Evaluation program activity. This business line also funds the Program Development and Maintenance program activity, which provides policy direction and ensures State/Tribal programs are amended as needed.

The Environmental Restoration program activities improve natural resources and reduce the risk to public health, safety, and general welfare by correcting problems caused by past mining. OSM has identified success indicators to show incremental accomplishments for the mission goal. These goals and measures are identified at the end of this business line section.

Actions Required to Achieve Annual Goals: In FY 2005 and 2006 OSM will continue to encourage partnership participation by working with States and Tribes through their reclamation agencies, and through private and grass-roots associations. In addition, OSM will increase efforts to leverage funding from other government and non-government organizations to address abandoned mine sites. This emphasis on partnership and leveraging of resources supports Secretary Norton's 4C's philosophy – Communication, Consultation and Cooperation in the service of Conservation.

Resources, Skills, and Technology Needed: OSM and the AML program States and Tribes will continue to need a diverse and multi disciplinary cadre of individuals with scientific and engineering skills. These human resources establish reclamation project design and construction criteria either directly or in conjunction with contractors. Program analysts, grant specialists, and other support personnel are needed to implement the State/Tribal grants program and to conduct program evaluations. Computer systems personnel and contractors are needed to maintain the Abandoned Mine Land Inventory System. OSM maintains the system and network by which the States and Tribes manage their data.

- The FY 2006 President's Budget requests \$205.5 million for State and Tribal funding for AML reclamation and emergency programs; \$8.875 million for Federally Managed State emergencies; \$2.5 million for State Program Evaluation; \$8.1 million for Federal Reclamation Program of which \$5.7 million is for operations, \$1.0 million is for high priority projects, \$1.092 million is for Watershed Cooperative Agreement Projects, and \$0.4 million is for Federal Program Emergencies; and \$3.1 million for Program Development and Maintenance.

The following section details, by program activity, the funding and FTE resources required to meet the annual performance measures. It also includes examples of the types of efforts used to evaluate programs, address emergency and high-priority issues and manage those projects, and provide reclamation support services to communities affected by coal mining issues.

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Table 1– Justification of Program and Performance, Environmental Restoration
 Summary Increases/Decreases for FY 2006
 (Dollars in Thousands)

Program Activity			Regulation & Technology			Abandoned Mine Lands			Total			Inc/Dec
			2004	2005	2006	2004	2005	2006	2004	2005	2006	
State and Tribal Funding	<i>Non-Certified States</i>	\$\$\$	0	0	0	158,601	147,523	147,523	158,601	147,523	147,523	0
	<i>Certified States</i>	\$\$\$				Included Above	Included Above	58,000*			58,000	+58,000
	<i>Federally Managed State Emergencies</i>	\$\$\$	0	0	0	0	8,875	8,875	0	8,875	8,875	0
		FTE	0	0	0	0	0	0	0	0	0	0
State Program Evaluation		\$\$\$	0	0	0	2,516	2,509	2,545	2,516	2,509	2,545	+36
		FTE	0	0	0	23	23	23	23	23	23	0
Federal Reclamation Program	Projects: <i>Emergency High-Priority</i>		74**	98**	100**	3,802	404	2,496	3,876	502	2,596	+2,094
		\$\$\$				0 3,802	404 379	404 2,092				
	Operations	\$\$\$	161	159	159	5,474	5,473	5,556	5,635	5,632	5,715	+83
		FTE	1	1	1	49	49	49	50	50	50	0
Program Dev/Maintenance		\$\$\$	0	0	0	3,080	3,077	3,117	3,080	3,077	3,117	+40
		FTE	0	0	0	25	25	25	25	25	25	0
TOTAL		\$\$\$	235	257	259	173,473	167,861	228,112	173,707	168,118	228,371	+60,253
		FTE	1	1	1	97	97	97	98	98	98	0

*\$58 million is for certified States and Tribes. In FY 2005, certified States and Tribes received approximately \$37 million from the State and Tribal funding of \$147,523,000.

**FY 2004 includes actual civil penalty collections (\$74,201) and FY 2005 and 2006 include estimated civil penalty collections (\$98,611 and \$100,000, respectively).

NOTE: Federal FTE figures for the Federally Managed State Emergencies are reflected under the Federal Reclamation Program.

ONGOING PROGRAM

1. State and Tribal Funding

The grant funding provided to States and Tribes support the DOI Resource Protection and Serving Communities mission goal areas. The reclamation project work undertaken with these funds restores land to beneficial uses, improves the quality of life for coal field citizens, and promotes job creation in these economic depressed areas.

SMCRA established the Abandoned Mine Reclamation Fund (AML Fund) to finance the restoration of land mined and abandoned prior to August 1977. Coal mining had disturbed more than one million acres of land, resulting in significant health and safety problems for coalfield citizens and the public in general. An adequate AML Fund is essential to ensure that these problems are abated by providing the financial resources for State, Tribal, and Federal reclamation efforts. Although substantial progress has been made, approximately \$3 billion of priority 1 and 2 problems that threaten public health and safety and \$3.6 billion of priority 2 general welfare problems remain unreclaimed, and over \$1.8 billion of unreclaimed priority 3 problems have been identified by States and Tribes.

The AML Fund receives revenues through the collection of coal production fees (the lesser of 35 cents/ton of surface mined coal; 15 cents/ton of coal mined underground; and 10 cents/ton of lignite; or ten percent of the value of the coal at the mine), which are paid by operators of active mines. Payment of required fees is ensured by the fee compliance activities of the Financial Management business line. OSM's authority to collect the abandoned mine reclamation fee expires on June 30, 2005.

SMCRA establishes that 50 percent of the fees collected be allocated to the State/Tribe from which they were collected for use in the State/Tribal reclamation program on eligible coal and non-coal abandoned sites. If a State/Tribe has certified that all coal-related problems have been addressed, its 50 percent share may also be used for the construction of public facilities related to the coal or minerals industry in States/Tribes impacted by such mining.

In accordance with SMCRA, the remaining 50 percent is divided into three shares:

- (1) The Rural Abandoned Mine Program (RAMP);
- (2) The Federal Expenses Share; and
- (3) The Historical Share.

Share One: RAMP Share, administered by the U.S. Department of Agriculture (USDA), is 10 percent of the fees collected plus 20 percent of the interest earned on the investment of the unspent portion of the AML Fund. To date, appropriations for RAMP have been \$196 million. No funds have been requested for RAMP in FY's 1996 - 2004, and none are included in the Administration's FY 2005 budget.

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Share Two: The Federal Expenses Share is 20 percent of the fees collected plus 40 percent of the interest earned on the investment of the unspent portion of the AML Fund.

This Share is used to fund:

- (a) Emergency and High-priority coal projects under the Federal Reclamation Program in States and Tribes without approved AML programs;
- (b) The supplemental amount to minimum program States;
- (c) The approved State Emergency Programs;
- (d) The Small Operator Assistance Program (SOAP); and
- (e) Federal expenses to collect the AML fee and administer the AML program. The Clean Streams Program is funded from this share.

Share Three: The Historical Coal Share is 20 percent of the fees collected plus 40 percent of the interest earned on the investment of the unspent portion of the AML Fund. This Share is used for grants to eligible States and Tribes for high priority coal projects. It is distributed through a formula based on the amount of coal historically produced in the State or from the Indian lands prior to the August 3, 1977, passage of SMCRA.

These three Shares collectively are referred to as the Federal Share.

The interest earned on the investment of the unspent portion of the AML Fund, while divided into the three Shares as explained above, has been primarily devoted to making transfers to the United Mine Workers of America Combined Benefit Fund. The Combined Benefit Fund is used to defray costs for the health care benefits of eligible former coal mining employees and their beneficiaries. OSM makes an annual mandatory transfer payment of interest earned on the AML Fund to the Trustees of the Combined Benefit Fund, within the requirements of the Energy Policy Act of 1992 and SMCRA.

The above approach to fee collection and distribution will remain in place during FY 2005. OSM's authority to collect the abandoned mine reclamation fee was set to expire on September 30, 2004, but was renewed by the FY 2005 appropriation language and now expires on June 30, 2005.

a. Reclamation Program Grants

OSM provides grants to States and Tribes that have approved reclamation programs. States and Tribes use the grants to address hazards and problems such as underground fires, subsidence, landslides, open shafts, unstable or burning refuse piles, acid mine

drainage, and dangerous, unstable highwalls. Reclamation grants to States and Tribes comprise the majority of this program activity's resources.

Each State must have an approved SMCRA regulatory (Title V) program and a reclamation (Title IV) program before it is eligible to receive reclamation grant funding. Tribes are allowed access to AML funds derived from reclamation fees if they have an approved reclamation program. Currently, three Tribes (Crow, Hopi, and Navajo) have approved programs and receive AML grant distributions. Twenty-two States and three Tribes will receive reclamation grant funding in FY 2005. In addition, Missouri may receive funding in FY 2005 and 2006. Missouri did not receive an AML grant in 2003 - 2004 due to the failure of the Missouri legislature to fully fund the (Title V) Regulatory Program. OSM is uncertain whether Missouri will reinstate a State (Title V) Regulatory Program in time to be eligible to receive 2005 and 2006 AML Grants.

Each year, the States and Tribes select reclamation projects from their inventories of eligible Problem Areas. AML grants normally have a three-year life cycle to allow for project planning and design, contract development and award, actual construction activities, and contract close-out. The AML grants also fund 100 percent of States' and Tribes' administrative costs related to reclamation program management.

OSM does not require advance approval of each AML project before it awards a grant. After OSM approves a grant, but before construction begins, OSM provides an authorization for a specific project to proceed. After OSM approves a grant, it establishes a letter of credit at a local bank for a State or Indian tribe. This incurs a Federal obligation and makes the funds available for the State or Tribe. When a State needs funds to pay expenses, the letter of credit is drawn down. OSM oversees the reclamation projects and expenditure of grant monies.

In the 1990 amendments to SMCRA, an authorized allocation level of at least \$2 million was established for States/Tribes having an approved reclamation plan and eligible Priority 1 and 2 coal sites. For FY 2006, the minimum funding level request is \$1.5 million, which is consistent with the authorized amount provided for in past years.

b. Clean Streams Program

In FY 2006, OSM proposes to maintain funding for the Clean Streams Program by making available \$6.9 million to fund State Reclamation Grants, \$1.092 million for Watershed Cooperative Agreements, \$0.2 million for the Acid Drainage Technology Initiative (ADTI) and \$0.15 for program management, maintenance and assistance. Further discussion of ADTI is under the Technology Development and Transfer business line. The requested level would enable OSM to support State Abandoned Mine Reclamation agencies to identify, evaluate, plan, and construct projects to treat acid mine drainage (AMD) in the Appalachian coal region.

OSM's emphasis on Clean Streams Program projects as a national priority, combined with increasing watershed stewardship at the community level, and more sophisticated

and cost-effective treatment technology, has promoted a general increase in State project activity related to, or incorporating, AMD treatment. With additional opportunities to field-test and observe passive AMD treatment systems, the efficacy, sophistication, and cost effectiveness of treatment technology has increased considerably in just a few years.

AMD is the number one water pollutant in the coalfields of the Appalachian area causing major environmental and public health problems. AMD problems are occurring in other regions as well. OSM's effort to control and eliminate AMD in streams and rivers supports the Department's commitment to clean water and strengthening local communities. Because of the extent and high reclamation cost of the pollution, this problem cannot be eliminated by any single government agency or group. As a result, the Clean Streams Program was designed to facilitate development of partnerships in the Appalachian coal region. Through this effort, OSM has partnered with over 100 government agencies, private watershed groups, environmental groups, private foundations, coal producers, and private individuals. Many of the demonstration projects that received Clean Streams funding since inception are now completed, under construction, or in design with construction to commence soon.

Through FY 2004, over \$28 million in matching grant funds have been committed by participating States to 117 projects. States identified the projects and secured additional sources of funding, wherever possible. In addition to partnering sources contributing funding and services, many in-kind services without a specific determined monetary value have been provided by partnering entities.

OSM, in consultation with the States, distributes Clean Streams Program grant funding in the Appalachian coal region using a base amount of \$125,000 to each of the eligible States, with the remainder distributed based on historical coal production. As inventory data on the extent of acid mine drainage in each State is not available, historical coal production is perhaps the most equitable basis for distributing available funding.

Following are examples of Clean Streams projects:

- **Tide Mine Pool In-situ Treatment Project** located in Indiana County, Pennsylvania, is a new innovative technology to treat acid mine drainage in the mine before the water discharges to the surface. This project is being accomplished in a pass through agreement from the Pennsylvania Department of Environmental Protection (DEP) to the Blacklick Creek Watershed Association (BCWA). The project will transform the underground mine complex into an oxygen poor environment in which natural biological processes can neutralize the acid and metals dissolved in the water before it is discharged to the surface. The goal is to improve the water quality in the mine sufficiently to allow effective surface treatment for the remaining contaminants, assisting BCWA's efforts to restore Yellow Creek to a trout fishery habitat. At the end of this time, BCWA, in conjunction with the Pennsylvania DEP, will maintain the in-situ treatment system/environment. Total project cost is estimated to be \$387,128 and it will be a turn-key operation undertaken over a period of six months. At the end of this

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time period, BCWA in conjunction with and having assistance from PA DEP will maintain the in-situ treatment system/environment.

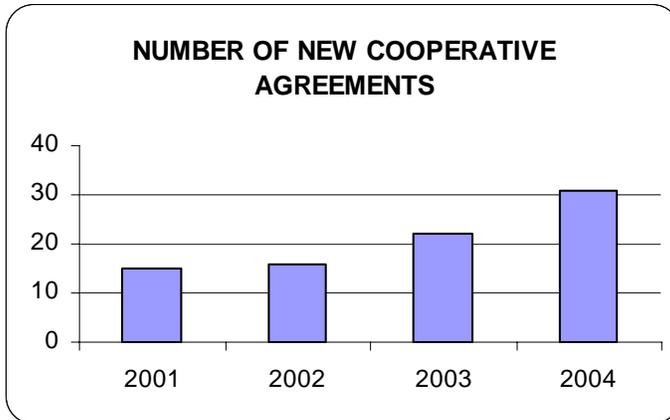
- **The Le Bosquet Clean Streams** is a completed project located in LeFlora County, Oklahoma. The project amount was \$77,448 to improve 1.5 miles of stream with no partner contributions. Passive treatment technology was utilized in neutralizing a high iron artesian flow from a LeBosquet deep mine.
- **Dean's Ferry AMD Project** is located in Alabama. Surface water flowing over and percolating through gob material at the site has been polluting a small, unnamed tributary of the Black Warrior River. Tests of that runoff made in 2002 yielded high acidity and hazardous concentration of iron and aluminum.

The gob pile was excavated, loaded and transported approximately one mile to the highwall site. An impervious plastic liner was placed in the highwall, the gob material was placed on the liner and was used to partially backfill the highwall. Onsite spoil material was then used to cover the gob and complete the backfill operation. The State will monitor the site of the excavated gob pile for any residual acidic drainage and install necessary treatment for any remaining water quality problems. Water monitoring of the highwall site will also be conducted to document the success of the project. The project amount was \$352,053, and it was completed on September 15, 2004.

The Watershed Cooperative Agreement Program was implemented by OSM in FY 1999 as part of the Clean Streams Program. The purpose of the Watershed Cooperative Agreement Program is to make funds available directly to not-for-profit organizations, especially small local watershed organizations, to undertake local projects to clean streams affected by acid mining drainage (AMD). Applicants normally receive up to \$100,000 for each reclamation project, primarily for project construction; however, administrative costs associated with completion of the project may be allowed. Applicants are required to have other partners contributing either funding or in-kind services.

Watershed Cooperative Agreement Program: Since FY 1999, OSM has awarded 116 cooperative agreements and amendments totaling more than \$10.3 million. In FY 2004, 30 new cooperative agreements were awarded for a total of \$2,845,173, 12 amendments to existing agreements provided an additional \$332,504, and \$350,000 went to the National Fish and Wildlife Foundation for a Multi-Project Award.

In FY 2004, the number of new cooperative agreements for these projects more than doubled the FY 2001 totals.



The increase in participation is due, in part, to the program becoming more established in the communities it serves, and the use of experienced Appalachian Clean Streams Coordinators in promoting the program and assisting in all phases of the projects.

OSM plans to continue to establish a network for carrying out the program

goals, increase the amount of money leveraged for projects, and promote the clean-up of streams impacted by AMD. The program promotes increased cooperation between OSM and community organizations and helps others to gain a better understanding of OSM's mission and goals.

Following are examples of projects funded under the Watershed Cooperative Agreement Program:

- **The Crellin Tipple Acid Mine Drainage (AMD) Project** is located in Garrett County, Maryland, near the Virginia border. The project's goal is to treat a significant amount of acid mine drainage from an old tipple into Snowy Creek, a major tributary of the Youghiogheny River. The Crellin Tipple AMD project will incorporate new, passive, bio-remediation technology to greatly improve water quality (both at this site and in the wetlands at the tipple), return the pH to near neutrality and lower the metal content. Faculty and 108 students from the nearby Crellin Elementary School will participate in this project. When the project is completed, the site will serve as an outdoor classroom to educate students on acid mine drainage. Garrett County, Community Action Committee, Inc. is partnering with the Youghiogheny River Watershed Association, Maryland Department of the Environmental Bureau of Mines, Crellin Elementary School and Board of Education, NiSource, Columbia Gas Company, Crellin Community Improvement Group, Maryland Department of Natural Resources, Garrett College, Garrett County Commissioners, and local community members who are making in-kind contributions to this project. Maryland will provide \$54,000. The other partners will provide \$8,580 in funding and \$14,372 in-kind contributions. With OSM's

\$100,000, total funding for this project will be \$176,952.

- **Big Run #2 AMD Treatment Project** in Indiana County, Pennsylvania, utilized a “passive” treatment technology instead of chemical addition and is removing dissolved aluminum from a 1,200 gallon-per-minute discharge from an abandoned underground coal mine. The mine water flows through a large bed of crushed limestone which raises the pH and causes the aluminum to precipitate. The water then flows through a settling pond before discharging into Big Run. This mine discharge pollutes several miles of stream in the Blackleggs Creek watershed preventing its use as a significant trout fishery. Several years ago, the Blackleggs Creek Watershed Association expanded its efforts from raising and stocking trout in the clean, upper reaches of the stream, to restoring the lower reaches of Blackleggs Creek. Through the dedicated efforts of its members, the Association has constructed two treatment systems and is beginning a third. The Big Run # 2 project was constructed using \$100,000 in funds from OSM’s Appalachian Clean Streams Program – specifically, the Watershed Cooperative Agreement Program, and \$202,000 from Pennsylvania’s Growing Greener Program.
- **The Upper Thompson Creek Restoration Project (UTCRRP)** is located on a tributary to Ollis Creek, Tennessee, that drains into Big Creek in the Clinch River Watershed. During the late 1960's and late 1970's, the area surrounding upper Thompson Creek was surface mined. All mining activities occurred prior to promulgation of regulations for reclamation and protection of water quality. These pre-law surface mine operators expended no effort to reduce or avoid acid mine drainage or control sediment. The resultant effects of surface mining in this watershed are a continuous discharge of acid and iron laden water to Thompson Creek and Thompson Creek's failure to meet water quality stream standards for pH or iron. Big Creek, which receives water from Thompson Creek, is on the state 303(d) list of impaired streams. Degraded water quality conditions prevent aquatic life colonization which is a primary use.

The UTCRRP is proposed as a multi-year, multi-project approach with Phase 1 consisting of water monitoring and design. Design will consist of site reclamation at the upper bench that has been identified as an acid mine drainage production area. This drainage area cannot be diverted and must be addressed. Construction of a new, stable stream channel as a diversion channel is desirable. Phase 1 will require approximately six months for field data collection and design development. Phase 2 consists of finalization of design plans, project implementation and water monitoring. Phase 3 will evaluate implementation with water quality and biological monitoring.

OSM is requesting \$1.092 million for Watershed Cooperative Agreement funding in FY 2006.

c. State Emergency Program Grants

Under provisions of SMCRA, OSM provides funds to States to abate emergencies. These are AML problems which occur suddenly and present high probability of substantial physical harm to the health, safety, or general welfare of people, and have to be addressed immediately. The funding for this activity supports DOI's goal to protect lives, resources, and property under the Serving Communities mission component.

States that operate their own emergency programs, fund the emergency projects from their AML grants. Emergency project funds originate in the Federal Share portion of the AML Allocation and are in addition to States' regular AML grant allocation. The following fourteen States now operate their own emergency programs: Alabama, Alaska, Arkansas, Illinois, Indiana, Iowa, Kansas, Missouri, Montana, North Dakota, Ohio, Oklahoma, Virginia, and West Virginia.

OSM carries out emergency project responsibilities for the Tribes, for States without approved reclamation programs (California, Georgia, Idaho, Massachusetts, Michigan, North Carolina, Oregon, Rhode Island, South Dakota, Tennessee and Washington) and for States that have not requested the authority to administer their own emergency programs (Colorado, Kentucky, Louisiana, Maryland, New Mexico, Pennsylvania, Texas, Utah, and Wyoming).

OSM will continue to encourage States to assume responsibility for emergency AML reclamation projects. States have developed considerable expertise in performing reclamation. More effective reclamation can occur when States perform the emergency abatement and then immediately follow-up by completing the reclamation project through their regular AML programs.

OSM's FY 2006 request includes funds for the State administered programs. Funding for Federally managed State emergencies and Federal program emergencies is identified under the Federal Reclamation Program.

2. State Program Evaluation

SMCRA requires OSM to monitor the progress and quality of each State and Tribal program to ensure that their reclamation programs function effectively. This program area is an integral part of the State and Tribal funding. Evaluation of State and Tribal reclamation programs ensure efficient and effective use of program dollars for the intended purpose. Funds provided under this activity (\$2.5 million) support the Department's Serving Communities goal.

OSM analyzes documents submitted by States and Tribes (e.g. grants, amendments, reports), and conducts on-site evaluations of selected reclamation projects. OSM also provides the States and Tribes with expert technical assistance on reclamation projects. OSM, States, and Tribes hold conferences and forums to discuss reclamation issues, technology, and solutions to reclamation problems.

OSM, in consultation with States and Tribes, developed a review system that provides for enhancement and performance evaluation of programs, rather than oversight. This system, which is based on principles of excellence, recognizes that evaluation involves an ongoing relationship between OSM and the State or Tribal agencies - which have the autonomy to run their programs. OSM is responsible for assisting in program enhancement while monitoring compliance with SMCRA.

This evaluation system does not require that each program be reviewed each year in each of the six areas covered under the principles of excellence. Instead, the system allows each State or Tribe to develop, with the appropriate Field Office, a programmatic agreement which addresses the areas to be reviewed and establishes applicable performance measures. Since much of the enhancement and performance evaluation is trend analysis and because the interaction between the programs and OSM is continual, the programmatic agreements can be for periods longer than one year. However, OSM reviews them each year to determine the progress being made.

These agreements first address the overriding goal of the AML program, which is reclamation. They recognize that if the State or Tribe is permanently reclaiming abandoned mine sites by abating hazards, reducing or mitigating adverse effects of past mining, and restoring adversely affected lands and water to beneficial use, then it is conducting an overall successful program.

OSM encourages States and Tribes to maintain ongoing programs for post-project monitoring to assure that completed reclamation projects receive adequate maintenance until reclaimed lands are stable, and to ensure the effectiveness of reclamation designs. OSM evaluations of post-construction monitoring ensure implementation of these types of State monitoring plans.

3. Federal Reclamation Program

Through the Federal Reclamation sub-activity, funds (\$17.2 million) are provided for the elimination of the highest priority environmental hazards associated with past mining in non-primacy States; and, elimination of hazards that pose imminent harm to people and property in States without an emergency program (Kentucky and Pennsylvania). Note that \$8.875 million will be for funding the Federally-managed State emergencies. These activities support the Department's Serving Communities goal.

This program activity funds the following components:

- emergency projects;
- high-priority projects;
- program operations (OSM administration of projects).

This program activity also funds OSM's administration of projects funded by Federal civil penalties collected from operators and projects funded from bonds forfeited by operators of federally permitted sites.

a. Federal Emergency Projects

OSM manages emergency abatement projects in States and on Tribal lands where the State or Tribe has no approved regulatory program and is therefore ineligible for an AML program, and where the State or Tribe has determined it does not want to have an emergency reclamation program. Many coal-producing States, including two with high numbers of emergencies, Pennsylvania and Kentucky, do not have an approved emergency program. Typically, OSM administers over half of all emergency abatement work performed annually.

The Federal Emergency Projects component provides immediate relief from abandoned mine hazards that threaten public health and safety on Federal and Indian lands in States without their own emergency program. Emergencies are generally the result of two different types of events. The most common emergencies are subsidence events, the caving in of old underground mines. Subsidence can impact man-made structures on the surface, and may be life threatening when occurring in areas where there is frequent human activity, such as in parks, playgrounds, and residential areas. These types of emergencies are most common in the Midwestern states and Anthracite regions of northeastern Pennsylvania.

The second type of event is landslides. These are usually the result of unstable mine spoil placed on steep hillsides. This occurs generally in the steep slope areas of Appalachia, and especially in eastern Kentucky and southern West Virginia. Landslides can impact homes and other man-made structures and may block streams, which, in turn, can cause flooding either above or below the blocked stream. Landslides are generally more costly to abate than other AML problem types.

In FY 2004, OSM started 229 reclamation projects in response to emergencies. The most emergencies, (146) occurred in Pennsylvania, followed by Kentucky (59). Kentucky emergencies required the most funding, over \$4.7 million, primarily in abating landslides. About \$1.9 million was spent in Pennsylvania, generally related to lower-cost subsidence events.

When notified of a possible emergency situation, OSM personnel will visit the site, usually within 24 hours. Should OSM determine an emergency exists, OSM conducts remedial action as quickly as possible to abate the emergency situation. In FY 2004, of the 765 potential emergencies referred to the Federal program, 224 were determined to be emergencies. Of the remainder, 537 were determined not to be emergencies or did not result from coal mining, or were reclaimed by the landowner, while 4 were still under investigation at the close of the fiscal year.

b. Federal High-Priority Projects

OSM manages projects in States and on Tribal lands where the State/Tribe has no approved regulatory program and is, therefore, ineligible for an AML program.

During FY 2004, OSM completed 6 high priority projects. Two were located in Tennessee and resulted in the reclamation of 8 acres and the installation of two mine drainage treatment systems. One project which reclaimed 5 acres was completed in Georgia. One project closed a mine subsidence in a public park in California. In Washington State, two projects sealed six mine shafts, while four projects continued ongoing reclamation efforts. In addition, a contract to backfill two mine shafts in Michigan was awarded in FY 2004.

OSM is requesting funding in the amount of \$1.0 million for the Federal high-priority projects in FY 2006.

c. Outcrop and Underground Fire Control Projects

Pursuant to Public Law 83-738, as amended by Public Law 102-486 (Energy Policy Act of 1992), project funds are provided to control or extinguish outcrop and underground fires. Funds for this purpose are provided by the Regulation and Technology appropriation to control or extinguish coal fires. OSM costs of administering these projects are included in the AML budget request. These projects are not eligible for funding under the AML program. Coal outcrops are ignited by forest/brush fires, lightning, and campfires and occur mostly in the western States. The purpose of these projects is to prevent injury and loss of life, protect public health, conserve natural resources and protect public and private property. This program was originally authorized under the former Bureau of Mines and subsequently transferred to OSM.

During FY 2004, the states of Montana and North Dakota, and the Navajo Nation were awarded a total of \$90,000 in coal outcrop funding. Montana will concentrate on 3 outcrop fires in Yellowstone and Big Horn Counties. North Dakota will continue to concentrate on extinguishing priority fires in western North Dakota on U. S. Forest Service grass lands. During FY 2003 North Dakota was successful in completing 8 of 25 grass land sites. They will extinguish or control more of these remaining sites in FY 2004 - 2005. The Navajo Tribe is in the process of eliminating another coal outcrop fire located on Navajo Tribal Trust lands, in San Juan County New Mexico. OSM offices in the west continue to keep inventories of coal outcrop fires.

d. Program Operations

OSM performs all the work related to emergency reclamation occurrences on Federal and Tribal lands and in States without an emergency program. This begins with the initial investigation on the site in order to make two threshold determinations: (1) does an emergency condition exist? and (2) is the condition related to abandoned coal mining?

Time is of the essence; in some instances, abatement activities begin within hours of OSM's initial investigation.

Once the determination is made that the site is eligible for funding as an emergency project, the Federal Reclamation Program staff obtains approval for project funding and develops the abatement plan. This includes:

- Compliance with the National Environmental Policy Act (NEPA) and the Historic Preservation Act;
- Obtaining the right of entry for access;
- Developing engineering plans and specifications needed for abatement;
- Preparing and mailing bid packages to potential construction contractors;
- Conducting pre-bid and pre-construction conferences;
- Awarding contracts;
- Coordinating, managing and inspecting all aspects of the ongoing construction; and
- Reviewing, approving and paying invoices.

e. Civil Penalty Reclamation Projects

Federal civil penalties collected under Section 518 of SMCRA are authorized for reclaiming lands mined and abandoned after passage of SMRCA on August 3, 1977. These funds are derived from civil monetary penalties from OSM-issued citations nationwide. The funds are also available for reclamation of bond forfeiture sites. These funds are divided among projects proposed by both State and Federal regulatory authorities and used for project costs only.

Since the major coal producing states administer their own programs, civil penalty revenues available to OSM have decreased to levels that are not sufficient for all emergency post act reclamation needs. In FY 2004, six emergency projects were funded in Kansas, Kentucky, Oklahoma, Pennsylvania, and Virginia using civil penalty funds of \$255,000.

f. Bond Forfeitures

These funds are receipts from forfeited performance bonds and can only be used to reclaim lands where the bond was forfeited in cases where OSM was the regulatory authority. States have their own programs. Forfeited funds are site-specific and cannot be used to reclaim other sites or for other purposes. Surplus amounts must be returned to the operator. Using the forfeited funds, OSM issues and administers contracts for reclamation in accordance with the mining plan developed during the permit process. OSM is mandated under SMCRA to reclaim sites that have been abandoned and forfeited in Federal Program States. Bond forfeiture is an important component of OSM's mission to restore lands abused by mining.

In FY 2004, 96 acres were reclaimed in the State of Tennessee at a cost of \$361,900. OSM anticipates reclaiming 15 acres in FY 2005, at a cost of \$65,000. In FY 2006 it is planned that 40 acres will be reclaimed at a cost of \$30,500.

4. Program Development and Maintenance

This program activity provides funding for reclamation program management and programmatic guidance to States and Tribes. The Program Development and Maintenance activity is an integral part of the State and Tribal funding program. The fund for this activity (\$3.1 million) supports the Department's Serving Communities goal. OSM has an ongoing process of reviewing existing policies in the Environmental Restoration business line. Whenever necessary, policies are revised to meet the existing need of the programs and to keep abreast of changes to the law.

OSM, in consultation with the States and Tribes, developed an oversight review system that provides for enhancement and performance evaluation of reclamation programs. OSM also assists States and Tribes to build on successes by providing ongoing technical assistance, by continually enhancing the primacy grants process, and by ensuring National Environmental Policy Act compliance, and by conducting program-focused enhancement and performance evaluation. OSM encourages States to assume responsibility for their reclamation and emergency abatement programs, and supports implementation of their AML programs through technical and program assistance as needed.

OSM emphasizes State/Tribal and Federal partnerships in the AML program. OSM works directly with the States and Tribes, through State and Tribal associations and with other Federal agencies, to coordinate and enhance reclamation. Such relationships foster coordination essential to land reclamation. New policy and changes to existing policy are circulated to the States and Tribes for input prior to being finalized enabling OSM to make programmatic decisions in a collegial manner. Examples of activities are: (1) working with States/Tribes to develop improved strategic plan measurements for the AML program; (2) participating with EPA in conducting a Brownfields workshop for States and local watershed organizations; (3) holding meetings/workshops with the State/Tribal grantees to provide training for new employees to keep them abreast of policies and procedures and to solicit their input on issues in the grants program; and (4) working with the National Association of Abandoned Mine Land Programs (NAAML) to decide winners of the annual AML Reclamation Awards.

As the need arises, OSM works with the States on revision to their approved Abandoned Mine Plan. These changes are approved through the Reclamation Plan amendment process.

During FY 2004, the State Reclamation Plan amendment activity was as follows:

Table 2 – State Reclamation Plan Activity FY 04				
<i>Number of Amendments</i>				
Amendment Type	Pending Oct. 1, 2003	Received FY 2004	Completed FY 2004	Pending Sept. 30, 2004
Informal	0	0	0	0
Formal	0	2	2	0
Total	0	2	2	0

a. AML Inventory

OSM manages the National AML Inventory, which serves as a planning and evaluation tool for the States, Tribes, and OSM. The States and Tribes also use the inventory to assist them in planning to make funding decisions and to report program accomplishments. The inventory is maintained on a computer system known as the Abandoned Mine Land Inventory System (AMLIS). AMLIS is the system OSM uses to record and report AML Program accomplishments under GPRA.

In accordance with the requirements of SMCRA, AMLIS contains data for known Priority 1 and 2, pre-SMCRA coal reclamation problems. Each problem is classified as unfunded, funded or completed. Problems are designated “funded” when construction contracts have been awarded to reclaim them. The AMLIS also contains information regarding funded and completed Priority 3 coal and post-SMCRA coal problems, as well as information on completed non-coal problems.

A WEB based version of AMLIS was deployed in FY 2003. It enables the public to readily access information in OSM’s Abandoned Mine Land Inventory. They can search for information about individual Problem Areas or query the Inventory. The results of a query can be shown in preformatted reports or on a map. The results of a query can also be downloaded. States, Indian tribes, and OSM are using a version of the WEB based AMLIS to enter/modify information.

b. Grants Management

OSM supports and participates in the Department of the Interior's (DOI) grants simplification efforts based on Public Law 106-107, the Administration's e-Government initiative, and Health and Human Services' e-grants program (Grants.gov). DOI is currently working on a new agency-wide accounting system, the Financial and Business Management System (FBMS). OSM will be one of the first bureaus within the Department to implement the system by converting OSM's current financial assistance program during FY 2005. OSM has a decentralized grants management organization, with a small policy staff at headquarters. The day-to-day grants and program management is performed in regional/field offices, and accounting and reporting occurs under the Financial Management business line activity. OSM and the State/Tribal grantees cooperate to maximize the use of available funding and operate an effective program. Grantees provide input by participating on ad hoc teams and by reviewing and commenting on program changes in the program. This cooperative working relationship contributes to streamlined application and awards processes, faster obligation of Federal funds, innovative program monitoring, and less paperwork-intensive reporting and close-out of grants. In addition, OSM periodically holds meetings/workshops with the State/Tribal grantees to provide training for grantees and to keep them abreast of policies and procedures.

c. AML Enhancement Initiative

OSM issued final rules on February 12, 1999, that allow more AML eligible sites to be reclaimed without significant additional cost to the government.

Under this rule, reclamation at a particular AML site can be provided by private contractors in exchange for the incidental coal found at the site. The removal of the coal must be a necessary part of the reclamation project. The cost to the AML program would, accordingly, be reduced by the value of the coal removed from the site. OSM expects to achieve environmental restoration at many sites that now contribute to AMD or create other environmental problems that likely would never be mined and reclaimed by industry under Title V. Removal of coal at many of these abandoned sites should permanently eliminate the environmental problems and their sources.

The rule includes a number of important safeguards to ensure that remaining under the AML program will not be used as a loophole for coal operators to avoid regulation. One control will disqualify sites where it is economical and feasible to recover coal under Title V provisions. A second is that all administrative and financial procedures and the environmental safeguards of the existing AML programs will apply to projects covered under the scope of the proposal.

The States and Indian Tribes have the option of adopting the provisions of this rule in their reclamation programs. Several States have availed themselves of this opportunity. Pennsylvania has amended its program and has already identified 41 areas to be eventually reclaimed under this concept. Ohio published its final rules in 1999, and Virginia, Maryland and Alabama published its rules in 2000. In 2003, both Kentucky and West Virginia implemented program changes.

FY 2004 PROGRAM PERFORMANCE ACCOMPLISHMENTS

In 2004, the major accomplishments in the Environmental Restoration program activity include:

- Through grants provided to States and Indian tribes, reclaimed 6,965 equivalent acres of abandoned coal mine lands presenting health and safety hazards.
- Distributed \$6.6 million to 12 States under the Clean Streams Program to restore and improve the quality of watersheds damaged by mining.
- OSM placed 23 summer interns with watershed organizations in 7 States.
- Awarded \$3.5 million in the form of 30 new watershed cooperative agreements and 12 amendments to organizations in 5 States for acid mine drainage treatment projects.
- OSM and States started 229 emergency abandoned coal mine reclamation projects.
- Emergency abatement efforts directly affected 7,065 people.

FY 2005 PLANNED PROGRAM PERFORMANCE

- Through grants provided to States and Indian tribes, will reclaim 8,200 equivalent acres of abandoned coal mines sites.
- Continue assistance to communities interested in Brownfield grants and Vista Watershed Development Coordinators in states, under the Appalachian Clean Streams Program.
- Meet performance goals as follows:

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	FY 2004 Actual	FY 2005 Plan	FY 2005 Plan versus FY 2004 Actual
Number of land acres reclaimed or mitigated from the effects of degradation from past mining (Calculated equivalent acres). (SP)	6,965	6,900	-65 (-0.9%)
Number of stream-miles for which degradation from past surface coal mining has been improved (SP)	33	150	+117
Number of surface acres of water for which degradation from coal mining has been improved. (SP)	36	150	+114
Number of people with reduced exposure potential to safety risks from abandoned mine lands. (SP) (PART)	160,257	11,000	*
Number of active partnering and leveraging agreements. (PPM)	74	56	-18 (-24%)
The amount of increased funds derived from active partnering and leveraging agreements. (PPM)	8,179,634	70,000	*
Percentage of declared emergencies abated within six months. (PPM)	98%	95%	-3 (-3%)
Number of people directly affected (emergency abatements).(PPM)	11,400	8,250	-3,150 (-27%)
Percent of AML grant funds obligated nationally by States and Tribes. (PPM)	96%	90%	-6% (-6%)
<p>*Baseline data for proposed PART measures (PPM) is currently under review. Baseline data was not available when determining projections. Projections to be revised to reflect actual data.</p> <p><u>Accomplishment Data:</u> The data for measuring reclamation accomplishments will come from the Abandoned Mine Land Inventory System (AMLIS); from our State and Tribal partners; and a separate tracking system utilized for the Clean Streams projects.</p> <p>PPM=Proposed PART Measure.</p>			

JUSTIFICATION OF 2006 PROGRAM CHANGES

Environmental Restoration	FY 2006 Budget Request	Program Changes (+/-)
\$(000)	228,371	+60,037
FTE	98	0

State and Tribal Funding – Certified States (+\$58,000,000) – The 2006 budget supports the Administration’s vision for reauthorizing the AML program. It provides \$147.5 million in AML grants to non-certified States and Tribes and another \$58.0 million in AML grants to certified States and Tribes. The proposed budget will increase the percentage of appropriated AML funds for reclamation of high priority abandoned coal mine sites and provide for the repayment of State shares to certified States and Tribes.

Federal Reclamation Program – High Priority Projects (+\$1,000,000) - OSM is proposing to reinstate some funding for its Federal high priority project program, resulting in a \$1.0 million increase. OSM was able to forgo funding in FY 2005 because it had sufficient prior year carryover to fund the program for that year. OSM’s current unobligated balance in the program is about \$ 1.7 million. OSM expects to spend an additional \$1 .4 million in FY 2005. The proposed amount of \$ 1.0 million will provide funding for the program in FY 2006. The inventory of current Federal high priority projects is over \$20 million. The number of projects that would be funded will depend on the complexity and type of reclamation projects.

Federal Reclamation Program – Watershed Projects (+\$1,092,000) – OSM is proposing to reinstate a portion of the funding for these projects. In FY 2005, the program was reduced by \$2.7 million due to sufficient carryover funds being available to cover the program in that fiscal year. Carryover funds will be down to \$1 million in FY 2006. The program averages \$2.0 million per year so this funding is necessary to continue with a viable program. The average Cooperative Agreement funding per project is \$100,000. This increase will support about 11 Cooperative Agreements and will be combined with any remaining carryover from FY 2005 to support this important effort.

Federal Vehicle Fleet (-\$4,000) - In 2004, the Department began a collaborative initiative to improve fleet management, developed a strategic plan, and began to implement recommendations from a review of the program conducted by the Office of Inspector General. The initiative focuses on economic-based strategies, including implementation of life-cycle replacement schedules, disposal of underutilized vehicles and vehicles that have surpassed their lifecycle, use of fleet performance measures, energy-saving practices and expanded use of alternate-fueled vehicles, and expanded leasing. The Department-wide strategy for improved fleet management includes migrating fleet management programs to a more standardized operational model that promotes energy-saving

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technologies, the development of fleet composition baselines and multi-year plans, improved performance metrics that address efficiency and effectiveness, vehicle and motor pool sharing, and purchase and lease arrangements that consider seasonal workforces.

On an annual basis, Interior spends over \$160 million to operate and maintain its fleet of approximately 38,000 vehicles. Interior's improvement plan provides a goal for reduction to fleet expenditures of \$11 million in 2005 and an additional \$3.7 million in 2006. The reduction is OSM's share of the improvement plan for FY 2006.

Information Technology (-\$51,000) – Represents overall Bureau savings from FY 2005 to FY 2006 in IT investments.

FY 2006 ENVIRONMENTAL RESTORATION PROGRAM PERFORMANCE

Resource Protection End Outcome Goal 1.1: Improve Health of Watersheds, Landscapes, and Marine Resources								
Measures:	FY 2003 Actual	FY 2004 Plan	FY 2004 Actual	FY 2005 President's Budget	FY 2005 Revised Plan	FY 2006 Plan	Change in Performance 2005 Plan to 2006	Long-term Target (2008)
Number of land acres reclaimed or mitigated from the effects of degradation from past mining. (Calculated equivalent acres) <u>1/</u> <u>3/</u> <u>4/</u> (SP) (PART)	6,539	6,900	6,965	8,200	6,900	8,200	1,300 +19%	8,200
Number of stream-miles for which degradation from past surface coal mining has been improved <u>1/</u> <u>2/</u> <u>4/</u> (SP) (PPM)	UNK	150	33	175	35	35	0	35
Number of surface acres of water for which degradation from coal mining has been improved. <u>1/</u> <u>2/</u> <u>4/</u> (SP) (PPM)	UNK	150	36	175	35	35	0	35
Number of active partnering and leveraging agreements. <u>1/</u> <u>2/</u> (PPM)	UNK	56	74	56	56	56	0	56
The amount of increased funds derived from active partnering and leveraging agreements. <u>1/</u> <u>2/</u> (PPM)	UNK	70,000	8.179 million	70,000	70,000	70,000	0	70,000
Serving Communities End Outcome Goal 4.1: Protect lives, resources and property.								
Number of people with reduced exposure potential to safety risks from abandoned mine lands. <u>1/</u> <u>2/</u> <u>5/</u> (SP) (PART)	UNK	10,000	160,257	11,000	11,000	11,000	0	11,000
Percentage of declared emergencies abated within six months. <u>1/</u> <u>2/</u> (PPM)	UNK	92%	98%	95%	95%	95%	0	95%
Number of people directly affected (Emergencies abated). <u>1/</u> <u>2/</u> (PPM)	UNK	8,250	11,400	8,250	8,250	8,250	0	8,250
<p><u>1/</u> OSM collects information through various information systems and from various States and Tribes participating in OSM programs. The information is considered reliable for indicating performance trends and being the basis for decision making. <u>2/</u> Baseline data was not available when determining projections. Projections to be revised to reflect actual data. <u>3/</u> For simplifying reporting, reclamation results for each of the hazard types (e.g., number of open shafts, miles of stream, feet of highwall) listed in the inventory are converted to acres. <u>4/</u> Reduction in target for FY 2005 Revised Plan reflects funding request not enacted. <u>5/</u> Information calculated from projects reported completed in AMLIS matched with the number of people residing within one mile radius of project calculated from census tract data.</p> <p>* Estimated data: State regulatory authorities provided data for the time period July 1, 2003, to June 30, 2004, to accommodate the accelerated publishing requirements of the OSM Annual Report. Federal program data submitted for the federal fiscal year. SP = DOI Strategic Plan Measure; PART = Program Assessment Rating Tool Measure; PPM = Proposed PART Measure; BUR = Bureau Measure; UNK = data unavailable</p>								