

# PROGRAM MANAGEMENT & BUDGET

During the year many changes were initiated which were based on creating an organization designed to meet the new requirements fostered by shifting program control to the states.

The intent and purpose of the Surface Mining Control and Reclamation Act focuses on the states' developing and administering regulatory requirements tailored to regional or environmental individual needs with the Office of Surface Mining assisting and cooperating. OSM has established a complementary state-federal relationship with the states in developing and operating regulatory programs.

Using the act and the new principles of government outlined above as guides, OSM had to reverse the state-OSM roles. Activities concentrated in three areas: (1) establishing a new working relationship with the states, (2) developing flexibility in the OSM regulations, and (3) revising the OSM organization and staff to reflect the new roles.

Working with the states, OSM gave the concept of state-specific regulations more emphasis. Regulations written at the national level cannot reflect all the different conditions which states must face. Accordingly, the agency has been and is revising the federal regulations to give states the maximum flexibility consistent with the act.

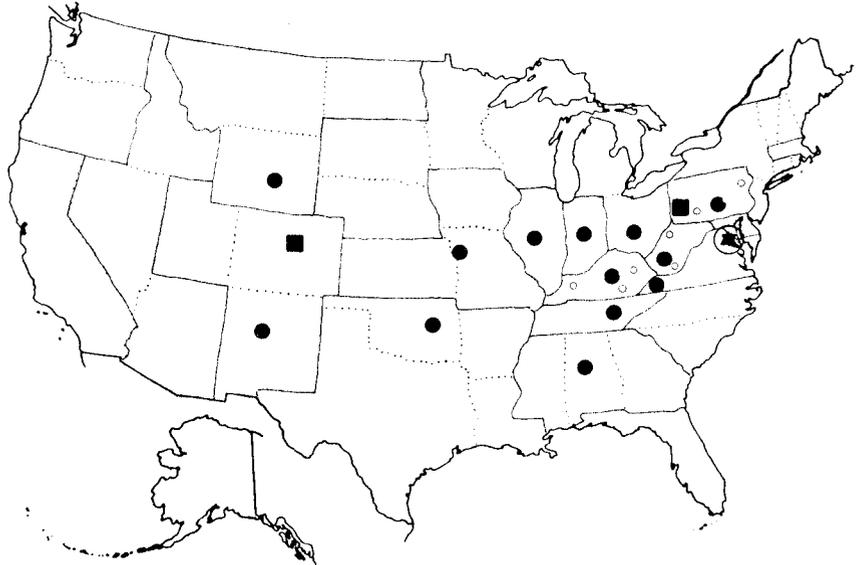
To make these changes work, organizational revisions were also required. Relying on the states to regulate, OSM's role shifts to oversight and assistance activities. The old structure of regional, district, and field offices was oriented primarily towards direct OSM enforcement. To reflect the new role, OSM established a new network of 13 state offices which are located and staffed to provide monitoring and support to the states. A few field offices to house the oversight staff will be maintained close to the mines in those states with large numbers of facilities. Two technical centers will be located in Denver and Pittsburgh to provide engineering and other technical assistance. This will concentrate a much greater array of technical experts in two offices, which serve many states, than in the state offices, which serve only a few states. The total number of OSM field offices will be reduced from 42 to 22.

During the fiscal year, OSM's budget was slightly over \$166 million, which was about \$13 million lower than the previous year. More than \$14 million of this total represented executive direction and general administration funds with the remainder devoted to the state regulatory grants, state and federal programs, Mineral Institutes Program, state and federal reclamation operations, the Small Operator Assistance Program, and the Rural Abandoned Mine Reclamation Fund.

Because of the unobligated balance of approximately \$400 million dollars in the Abandoned Mine Land fund and the existence of four different funding mechanisms, a study was initiated to evaluate these mechanisms. The objective was to improve, if possible, the efficiency of funding states to meet their priority needs and for improved control of reclamation activities within a state.

Under the former regional concept, which existed during fiscal year 1981, OSM had 226 people in the Washington office and 546 individuals in the regional, state, district, and field offices. During this time period, OSM was actually authorized 1,036 positions but only had 772 persons on September 30, 1981, due to the hiring freeze which existed during the fiscal year and the impending shutdown of the regional, state, district, and field offices.

# Proposed Field Structure



★ HEADQUARTERS

Washington, D.C.

● STATE OFFICES

- Casper, Wyoming
- Alaska
- Montana
- North Dakota
- Oregon
- Washington
- Wyoming
- Albuquerque, New Mexico
- California
- Colorado
- New Mexico
- Utah
- Tulsa, Oklahoma
- Arkansas
- Louisiana
- Oklahoma
- Texas
- Kansas City, Missouri
- Iowa
- Kansas
- Missouri
- Springfield, Illinois
- Illinois
- Indianapolis, Indiana
- Indiana
- Columbus, Ohio
- Ohio
- Lexington, Kentucky
- Kentucky
- Knoxville, Tennessee
- Tennessee
- Birmingham, Alabama
- Alabama
- Georgia
- Mississippi
- Charleston, West Virginia
- Maryland
- West Virginia
- Harrisburg, Pennsylvania
- Pennsylvania
- Massachusetts
- Big Stone Gap, Virginia
- Virginia

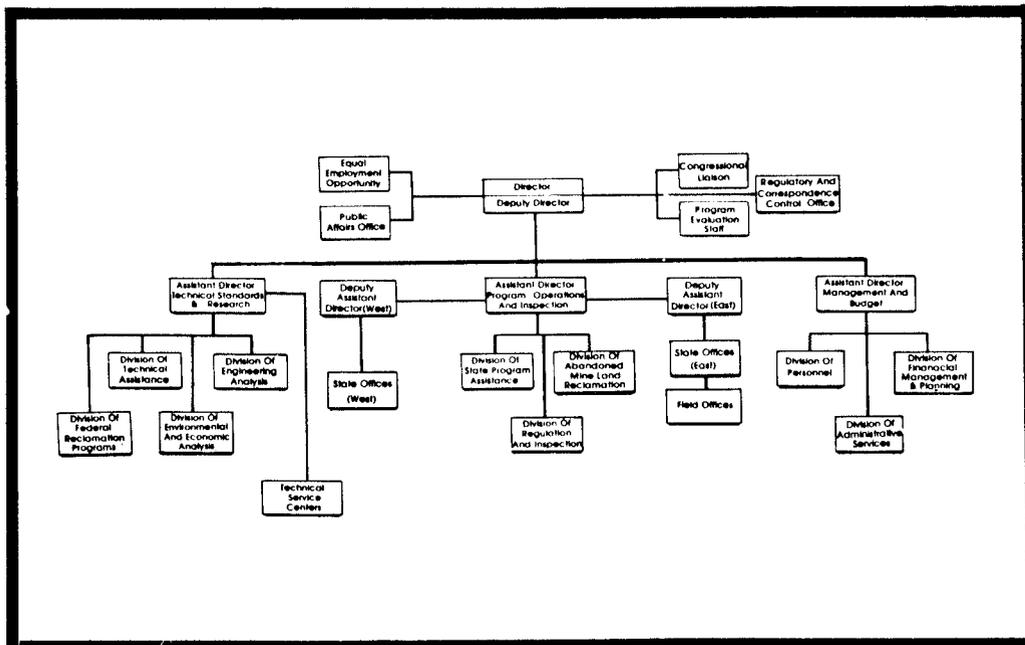
■ TECHNICAL CENTERS

Pittsburgh, Pennsylvania: Eastern Technical Center  
 Denver, Colorado: Western Technical Center

○ FIELD OFFICES

- Madisonville, Kentucky
- London, Kentucky
- Pikeville, Kentucky
- Beckley, West Virginia
- Morgantown, West Virginia
- Johnstown, Pennsylvania
- Wilkes-Barre, Pennsylvania

## Organization (as of Sept. 30, 1981)



Calendar year 1981 brought an increased management focus on the importance of avoiding financial interest situations which are, or may be construed to be, in conflict with the mission and goals of the Office of Surface Mining. Attention centered on two objectives: first, to better inform employees of statutory and regulatory prohibitions against holding interests in coal mining operations; and, second, to restructure the conflict of interest program to facilitate that awareness.

## Conflict of Interest

Through diligent monitoring of employees' financial statements and, particularly, through daily conversations with OSM staff concerning the appropriateness of land, stock or other financial interests related to coal operations, a better understanding of the act's prohibitions has been nurtured. Internal shifts within the agency have personalized the conflict of interest program to aid in responsiveness to employee questions. The often complex nature of possible conflict situations requires time consuming reviews, although efforts in 1981 to more fully inform staff of prohibited holdings will perhaps decrease the necessity for as many reviews in the coming years. Only one divestiture order was issued in 1981, resulting in favorable resolution of the conflict.

With continued management attention and increasing awareness on the part of employees to the statutory prohibitions concerning financial interests in coal mining operations, the Office of Surface Mining will effectively monitor and prevent conflicts of interest.

# Budget

(Appropriations In  
Thousands Of Dollars)

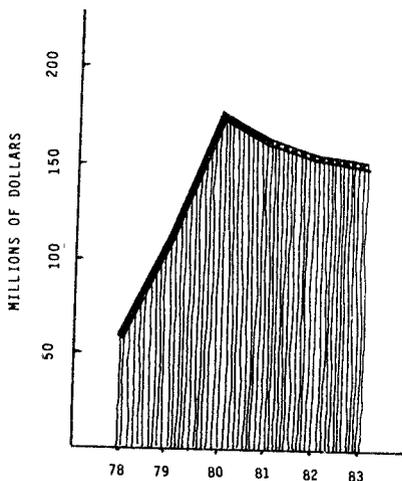
ACTIVITY	APPROPRIATIONS (IN THOUSANDS)		
	FY 1981 (ACTUAL)	FY 1982 (ACTUAL)	FY 1983 (ESTIMATE)
<b>REGULATION AND TECHNOLOGY</b>			
State Regulatory Program Grants Federal	\$29,200	\$24,432	\$33,400
Regulatory Programs			
Program Operations and		27,448 *	9,393*
Inspection		(15,257)	-----
State and Federal Programs	22,492		-----
Inspection and Enforcement	15,717	(12,191)	-----
Technical Support	6,841	6,635	9,760
Mineral Institutes	9,629	-----	-----
Executive Direction and General Admin- istration	(10,345)	(8,506)	9,620**
<b>Total Requirements--Regulation and Technology</b>	<b>83,879</b>	<b>58,515</b>	<b>62,173</b>
<b>ABANDONED MINE LAND FUND</b>			
State Reclamation Program Grants	29,000	59,136****	78,500
Federal Reclamation Programs			
Fund Management	5,383	6,794	4,901
Interior Reclamation Projects	31,170	29,480****	9,377
Technical Support	1,652	1,584	1,221
Rural Abandoned Mine Program	10,280	5,088	3,650
Small Operator Assistance	5,000	-----	-----
Executive Direction and General Admin- istration	(3,945)	(3,960)	-----***
<b>Total AML Fund Requirements</b>	<b>82,485</b>	<b>102,082</b>	<b>97,649</b>
<b>Total, Office of Surface Mining</b>	<b>\$166.364</b>	<b>\$160,597</b>	<b>\$159,822</b>

\*Includes functions under "State and Federal Programs" and "Inspection and Enforcement" in Fiscal Year 1981 and 1982.

\*\*Includes personnel financing under "Executive Direction and Administration (Common Program Services)" in Fiscal Years 1981 and 1982. In Fiscal Year 1983, in General Administration includes headquarters personnel only.

\*\*\*Executive Direction and General Administration is shown under the regulation and technology appropriation.

\*\*\*\* \$ 15 million was subsequently reprogrammed from state AML to federal AML.



FY 1978-1983 APPROPRIATIONS

## Staffing (as of Sept. 30, 1981)

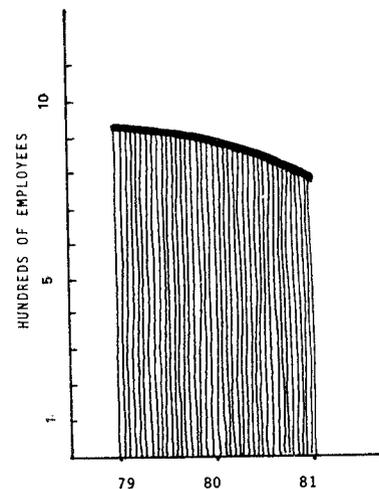
PERMANENT FULLTIME POSITIONS BY LOCATION	AUTHORIZED POSITIONS	ON DUTY	VACANCIES
Washington, D.C.	304*	226	78
Region I	185	154	31
Region II	196	150	46
Region III	120	92	28
Region IV	90	71	19
Region V	141	79	62
TOTAL	1,036	772	264***
<b>EMPLOYMENT CEILINGS</b>			
Permanent **	933	772	161
Permanent Part-Time	105	60	45
Temporary	70	70	0
TOTAL	1,108	902	206***

\*Excludes 26 positions allocated the U.S. Bureau of Mines for OSM accounting support

\*\*The difference between authorized positions and employment ceiling is the expected number of vacancies at the end of the fiscal year, due to an employee turnover, recruiting time, etc.

\*\*\*During Fiscal Year 1981, a limitation on hiring or an hiring freeze was imposed.

These were necessary to reduce to fullest extent possible the adverse impact resulting from a reorganization and a reduced total work force.



FY 1979 - 1981 STAFFING  
(ON DUTY)



# REGULATORY REFORM

This past year has been one of change for OSM in its approach to carrying out the regulatory responsibilities expressed in the act. This new approach calls for greater emphasis on the performance standards by eliminating unnecessary design criteria and for an increase in flexibility to better accommodate specific environmental circumstances by allowing application of innovative technology. In addition, the rules will be simplified and excessive and duplicative requirements removed.

By midyear, a review of the entire set of surface coal mining rules in Chapter VII, Title 30, Code of Federal Regulations, had been initiated. OSM maintained a heavy schedule of meetings and sought opinions on its regulatory reform effort from the states, industry, environmental groups, and other interested parties. Technical specialists of various disciplines were brought in from OSM field offices to assist with the organization of the review effort and the development of a consensus on the direction of the regulatory reform. Because of this review, many of the rules already in the rulemaking process were withdrawn in order to integrate them with proposed changes envisioned by the administration.

To incorporate all information, comments and review papers into formal rule proposals, a task force will be formed. The task force will pull together all the drafts and comments, prepare proposed and final rules for publication in the Federal Register, and coordinate all Office of Management and Budget requirements and U.S. Department of the Interior approval procedures. The following table identifies those subjects by section numbers that are targeted for revision.

# Proposed Regulatory Reform

SUBJECT	NUMBER OF PROPOSED SECTION CHANGES			
	DELETED	REVISED	SECTIONS COMBINED WITH ANOTHER SECTION	NEW SECTIONS
ABANDONED MINE LANDS	14	39	2	11
ALLUVIAL VALLEY FLOORS	2	2	0	0
ANTHRACITE	0	1	0	0
AUGER MINING	0	1	0	0
BACKFILLING AND GRADING	1	10	3	0
BLASTER CERTIFICATION	0	8	0	0
COAL EXPLORATION	2	7	7	0
COAL MINE WASTE	0	14	6	0
COAL PROCESSING PLANTS	0	2	0	0
DEFINITIONS	0	39	0	0
DISPOSAL OF EXCESS SPOIL	1	13	9	0
EFFLUENT LIMITATIONS	0	4	0	0
EROSION AND AIR POLLUTION	2	2	0	0
EXPERIMENTAL PRACTICES	0	1	0	0
FISH AND WILDLIFE	0	4	0	0
HYDROLOGY	0	0	16	0
IMPOUNDMENTS	0	4	0	0
INSPECTION AND ENFORCEMENT	0	35	0	0
IN SITU PROCESSING	2	2	0	0

Proposed Regulatory  
Reform  
-continued-

SUBJECT	NUMBER OF PROPOSED SECTION CHANGES			
	DELETED	REVISED	SECTIONS COMBINED WITH ANOTHER SECTION	NEW SECTIONS
PERFORMANCE BONDING	0	15	0	0
PERMITTING PROCESS	2	46	55	0
PRIME FARMLANDS	2	3	4	0
POSTMINING LAND USE	0	3	1	0
REGULATORY PROGRAM MODIFICATION	0	1	0	0
REMINING	0	0	0	1
REVEGETATION	6	8	0	0
ROADS	28	17	0	0
SECOND CUT REMINING	0	1	0	0
SMALL OPERATOR ASSISTANCE PROGRAM	0	1	0	0
STATE LANDS UNSUITABLE	6	10	1	0
STATE PROGRAMS	8	15	2	0
STATE WINDOW	1	3	0	0
SUBSIDENCE/CONCURRENT MINING	6	4	4	0
SUPPORT FACILITIES	0	0	1	0
SUSPENSION OF SELF BONDING	2	0	0	0
TOPSOIL	2	6	0	0
USE OF EXPLOSIVES	0	3	0	0
TOTAL	89	329	112	12

