CROW TRIBE ABANDONED MINE LAND ANNUAL REPORT EVALUATION YEAR 2000



PREPARED BY THE
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TABLE OF CONTENTS

Part I. Part II. Part III. APPENDIX A.	General	
	Results of Enhancement and Performance Reviews	

Part I. General

The Surface Mining Control and Reclamation Act of 1977 (SMCRA) created the Office of Surface Mining Reclamation and Enforcement (OSM) in the Department of the Interior to oversee the regulation of coal exploration and surface coal mining and reclamation operations and the reclamation of lands adversely affected by past mining practices. SMCRA provides that, if certain conditions are met, a State may assume primary authority for the reclamation of abandoned mine lands within its borders.

Because legislation for Tribes did not exist, a supplemental appropriations bill (Public Law 100-71) was enacted on July 11, 1987, to amend SMCRA and to authorize the Crow, Hopi, and Navajo tribes the right to obtain the Secretary of the Interior's approval of the Abandoned Mine Land Reclamation (AMLR) programs without first having regulatory programs as required by Section 405 of SMCRA. Once a Tribe has an approved AMLR program, OSM has responsibility to make investigations, evaluations, and inspections necessary to determine if the Tribal program is being administered in accordance with approved program provisions. The Crow AMLR Program was approved by OSM on January 4, 1989. The Tribe established a Crow Office of Reclamation (COR) to administer its abandoned mine land program.

The Crow Reservation, an area approximately 2,226,000 acres, is located in south-central Montana adjacent to the Wyoming border. Adjoining the reservation to the north is the 1,100,000 acre Crow Ceded Area, where the Crow Tribe of Indians holds extensive mineral rights. Prior to 1904, the Ceded Area was a part of the reservation. Congress required the Tribe to return the surface rights to the area to the United States through legislation enacted in 1904. The surface was then acquired by non-Indians. The Tribe retained ownership to the minerals, and has AMLR reclamation jurisdiction for the Ceded Area.

Numerous small abandoned mines are located on the reservation and the Ceded Area. Historically, coal was mined for local domestic use by residents of the area. The Tribe concentrated its reclamation efforts during the evaluation year on three low priority coal sites. Construction on one of the sites was continued from the previous evaluation year. The other two sites were started during this evaluation period and will be completed during the next evaluation period. The Tribe has been unable to obtain access to a few remaining high priority coal sites. Landowners where the sites are located have denied access for various reasons. The Tribe continues to work with these landowners in an attempt to obtain consensual access. As a result, all accessible high priority sites on the reservation have been reclaimed.

All reclamation funds to support the Tribe s program are generated from the one active mine located in the Ceded Area. Calendar Year 99 production from this mine was

approximately 5.6 million tons. This resulted in an FY2000 allocation to the Tribe of \$556,807 of Tribal share AML funds. This level of funding qualifies the Tribal program as a minimum program under SMCRA. Normally this would have resulted in a supplement of Federal Share funds of up to \$1.5 million if sufficient high priority coal projects existed on the Abandoned Mine Lands Inventory System (AMLIS). In past years, the Tribe has received and accumulated supplemental funds from the Federal share sufficient to reclaim all remaining hazardous abandoned coal mine related problems recorded in AMLIS. Therefore no additional Federal share funds were provided to the Tribe in the FY2000 allocation. The FY2000 allocation of Tribal share funds plus the accumulated Tribal share funds from prior years were sufficient to provide approximately \$933,873 to the AML Program in the FY2000 grant. If access is not obtained for the remaining high priority coal sites or additional high priority coal sites are not identified, the Tribe will continue to be limited to the use of Tribal share funds.

The COR administrative staff is made up of 5 full time employees. This staff is responsible for the direction of all construction activities as well as all administrative functions of the program. To assure an acceptable level of control, OSM in their approval of the Crow Tribe AMLR program, required that the administrative functions such as grant application preparation, progress report preparation, payroll, procurement, property management, and all financial activities be separate from the Tribal systems.

All construction to date has been accomplished by manual labor using hand tools. The AML program is a major contributor to the economy of the Tribe. During the construction season of this evaluation year, the COR was one of the largest employers on the reservation. Approximately 60 laborers and foremen were employed to reclaim AML sites.

The 2000 evaluation period started on October 1, 1999 and concluded September 30, 2000. Evaluation of the Tribal AML program is conducted by OSM s Casper Field Office (CFO) located in Casper, Wyoming. Evaluation methods are based upon OSM Directive AML-22. The Tribe takes an active role in the entire oversight process. Oversight is designed to evaluate whether the Tribe, through its AMLR program, is achieving the overall objective of Section 102 of SMCRA which states that AMLR programs are to:

"... promote the reclamation of mined areas left without adequate reclamation prior to the enactment of this Act and which continue, in their unreclaimed condition, to substantially degrade the quality of the environment, prevent or damage the beneficial use of land or water resources, or endanger the health or safety of the public ..."

Specific topics are identified for review and review methodologies are developed for the evaluation period. The reviews are designed to result in an overall measure of the Tribe s success in achieving planned reclamation goals. By focusing on end results, OSM is able

to determine the root causes of problems and concentrate its resources on prevention by providing assistance to the Tribe to improve its program.

Part II. Results of Enhancement and Performance Reviews

Last year s evaluation revealed that some improvement had occurred in the administrative area but that the Tribe continued to have problems in the areas of project inventory maintenance; accounting procedures as they related to travel advances, purchase order control; and timeliness of financial and performance reports. Deficiencies resulted in outstanding travel advances in excess of two years, a delay of AML program funding by OSM, and inaccurate records of program accomplishments in AMLIS.

OSM and the Tribe agreed the evaluation efforts for this year should concentrate on the deficiencies noted during the previous evaluation period and those areas which require continuous review. Therefore, Enhancement and Performance Reviews were structured to evaluate the Tribe's effectiveness in achieving three principles. They are: (1) Program States and Indian tribes must have approved reclamation plans which meet the requirements of Federal laws and regulations and conduct reclamation in accordance with their plan; (2) on-the-ground construction is to be achieved in a timely, cost-effective manner; and (3) programs should have systems in place to ensure accountability and responsibility for spending AML funds and a process to assure that such systems are working. Specific areas of interest within the these three principles were reviewed. The specific areas of interest for the first principle were maintenance of the approved Reclamation Plan and project inventory maintenance. Overall reclamation success was evaluated for the second principle. Five specific areas of interest applied to the third principle. They included timeliness of drawdowns, adequacy of accounting procedures, timeliness of applications and reports, timeliness of A-128 audits and implementation of audit recommendations, and adequacy of procurement and management of property and services.

As a result of the reviews, the CFO concluded that the Tribe showed significant improvement during the evaluation year. All but two deficiencies noted in the previous evaluation year have been corrected. The Tribe continues to have a lack of control as they relate to control of funds. This lack of control has resulted in the Tribe drawing grant funds which are in excess of their immediate needs. The Tribe also has not corrected all project inventory errors in AMLIS. Significant progress has been made in this area and the Tribe s goal is to correct the remaining errors during the next evaluation year. OSM will monitor the progress of the Tribe in correcting the remaining deficiencies in the next evaluation year.

Overall reclamation success was achieved on all construction projects completed during the evaluation year. The planned reclamation goals for all of the sites have been achieved. Success in achieving adequate vegetation on the sites reclaimed during this evaluation year will be evaluated in the upcoming year.

Appendix A contains the "Enhancement and Performance Review Reports" reflecting the details of the reviews conducted during the evaluation year.

Part III. Accomplishments and Inventory Reports

Prior to the effective date of SMCRA, coal mining on the Crow reservation resulted in hazards relating to abandoned equipment and facilities and unreclaimed subsidence, vertical openings, portals, highwalls and impoundments. Unreclaimed environmental problems consisted of spoil piles, pits, gob piles, haulroads, and minor highwalls. Three deaths and six injuries are known to have occurred in association with abandoned mines. No deaths or injuries have occurred in recent years.

During this evaluation year the Crow Tribe completed reclamation on one coal project. Approximately twelve acres were reclaimed. Construction on two additional sites, involving approximately six acres, began during this evaluation year and will be completed during the next evaluation year. Projects worked on during the evaluation year were low priority projects consisting of minor highwalls, pits, and gob piles.

Since implementation of their approved AMLR program, the COR has eliminated safety hazards and threats to the environment posed by unreclaimed mines. Reclamation has involved coal and non-coal mines as provided for in SMCRA. Table 1 reflects the accomplishments of the Crow AML Reclamation Program since its inception and those problems which remain to be reclaimed. The reclamation accomplishments reflected in the Table have enhanced surrounding areas and returned the land to a condition that is of greater use to the Crow Tribe and others.

TABLE 1

ABANDONED MINE LAND RECLAMATION NEEDS AND ACCOMPLISHMENTS SINCE PROGRAM APPROVAL Noncoal-related problems **Coal-related problems** Unit Problem nature Abatement status Abatement status **Total** Unfunded | Funded | Completed Funded Completed Priority 1 & 2 (Protection of public health, safety, and general welfare) 1.0 Clogged streams Miles Clogged stream lands Acres 0.0 Dangero us highwalls Lin. Feet 1765 1,765.0 352 1.0 Dangero us impoundments Count 22.6 Dangero us piles & em bankments 21.6 3.3 Acres 1 0.0 Dangerous slides Acres Gases: hazardous/explosive Count 0.0 Underground mine fires 0.0 Acres 36.0 Hazardous equip. & facilities Count 5 31 Hazardous water bodies Count 1 1.0 Industrial/residential waste Acres 0.0 Count 3 12 15.0 **Portals** 2 2.0 Polluted water: agric. & indust. Count 0.0 Polluted water: human consumption Count 7.0 Subsidence Acres 7 Surface burning Acres 0.0 Vertical opening 4 4.0 Count Priority 3 (Environmental restoration) 38.0 3 Spoil areas 15 23 Acres 4.6 4.6 Benches Acres Pits 6 12.5 19.5 4 Acres 1 33.8 Gob piles 8 24.8 Acres 1 Slurry ponds 0.1 .1 Acres Haul roads 12.7 19.7 Acres 7 Mine openings 1 1 2.0 Count 3.6 5.6 Slumps Acres 1 1 34 0 1995 2,029.0 300 Highwalls Lin. Feet Equipment/facilities 0.0 Count Industrial/residential waste 0.0 Acres Water problems Gal./min. 0.0 Other Note: All data in this table are taken from the Abandoned Mine Land Inventory System (AMLIS).

APPENDIX A

ENHANCEMENT AND PERFORMANCE REVIEW REPORTS

Principles Being Evaluated: Program States and Indian tribes must have approved reclamation plans which meet the requirements of Federal laws and regulations and conduct reclamation in accordance with their plan.

Subelement: Maintenance of Approved Reclamation Plan

Review Dates: Continuous

Personnel: Hugh White Clay (COR) and Orvel Gustafson (CFO)

Background: AML Reclamation Plans must be amended to comply with changing requirements of SMCRA.

Review Methodology: The Tribal program was continually monitored to assure that any new changes to SMCRA are not implemented without the necessary changes to the program.

Population / **Sample:** The population and sample size consisted of all potential AML Plan changes.

Findings and Conclusions: The Tribe made no changes to reclamation and related activities during the evaluation period that would require amendments to the Tribe s AML Reclamation Plan.

Principles Being Evaluated: Program States and Indian tribes must have approved reclamation plans which meet the requirements of Federal laws and regulations and conduct reclamation in accordance with their plan.

Subelement: Inventory Maintenance

Review Dates: Continuous

Personnel: Hugh White Clay Crow (COR) and Orvel Gustafson (CFO)

Background: OSM s Abandoned Mine Land Inventory System (AMLIS) is an inventory of AML problems. The inventory is used to determine the extent of AML problems and related reclamation accomplishments. AMLIS is also used in determining funding levels for minimum programs. States/Tribes are responsible for maintaining a current inventory of AML projects. This is to be accomplished by the States/Tribes updating the inventory through direct automated access to AMLIS. The review conducted during the last evaluation period (1999) revealed that the Tribe s inventory of projects was incomplete and inaccurate. Thus this topic again was chosen for review during this evaluation period.

Review Methodology: The Tribe's process for maintaining a complete, current, prioritized inventory of eligible unreclaimed sites was reviewed for consistency with the Reclamation Plan. The procedures were tested through a review of the Tribe's internal inventory maintenance activities concerning the sampled sites. The review measured their effectiveness in entering accurate inventory data into AMLIS. The accuracy of the data contained in the Tribe's internal inventory and the data input into AMLIS was verified through project documentation, OSM s knowledge of the sites obtained during site visits and ongoing communications with Program personnel.

Population / Sample: The population consisted of all reclaimed sites and all sites identified for reclamation in the future. The sample consisted of the entire population.

Findings and Conclusions:

The inventory appeared to be accurate for the high priority coal sites. Data entry errors concerning the non-coal and Priority 3 sites where noted during previous evaluation years. Errors included duplicate and erroneous problem area numbers, inaccurate problem types, and inaccurate or missing cost data. New PAD s or updates where additional work is being done on projects are being completed are entered correctly. Thus, errors related to old PAD s where data had been entered incorrectly. During the evaluation year, the Tribe and

OSM identified those PAD s where errors exist. The Tribe corrected approximately one half of those errors and were continuing to correct the data at the end of the evaluation year. Their goal is to have a completely accurate AMLIS inventory by the end of EY2001. Until the deficiencies are corrected, the Tribe s inventory contained in AMLIS is inaccurate and incomplete and can not be relied upon to determine the reclamation accomplishment of their program. This is in direct contradiction with the principle being measured and must be corrected.

Corrective Actions: Progress in correcting this deficiency is progressing at an acceptable rate. The Tribe has been directed to finish correcting the inventory during the upcoming evaluation year. The CFO will monitor this activity during the upcoming evaluation year to assure that all deficiencies are corrected.

Principles Being Evaluated: On-the-ground reclamation is to be achieved in a timely, cost-effective manner.

Subelement: Overall Reclamation Success

Review Dates: Continuous

Personnel: Hugh White Clay Crow (COR), Johnny Stewart (COR), and Orvel Gustafson

(CFO)

Background: The Tribe contracts its design activities with a private consulting firm. AML sites are to be reclaimed to the design specifications. The objective of oversight is to determine if the reclamation projects have been achieved as defined in the preconstruction specifications. This is defined as overall reclamation success.

Review Methodology: The evaluation of the overall reclamation success consisted of site inspections of the sample of completed projects to determine if the Tribe's reclamation objectives were met. A review of the Tribe's internal project documentation and the National Environmental Policy Act documentation was reviewed prior to each site visit to determine the reclamation objectives for the project.

Population / **Sample:** The population consisted of all reclamation projects completed during the last five evaluation years. The sample consisted the one reclamation project completed during the evaluation year.

Findings and Conclusions: Overall reclamation success is being achieved by the Tribe.

Principles Being Evaluated: Programs should have systems in place to ensure accountability and responsibility for spending AML funds and a process to assure that such systems are working.

Subelement: Drawdown and Disbursement

Review Dates: November 15, 2000

Personnel: Amy Lopez-Dexter (COR Finance Manager), Kristin Mehrer (Tribal CPA), and Orvel Gustafson (CFO)

Background: The US Treasury requires that grant recipients minimizing the time between the transfer of funds from the US Treasury and the pay out of funds for program purposes to the shortest time administratively possible. The COR makes all payments for their program through check payment. These payments are for payroll and all other costs and are paid biweekly. Timing of drawdowns is made to assure that check issuance occurs on the same day that funds from the drawdown are received in the COR's bank account. The review was conducted to comply with the US Treasury requirement that granting agencies review the grantees drawdown activities to assure that drawdowns are timely and that no excess funds are being held by the grantee.

Review Methodology: The analysis consisted of a review of month-end bank account reconciliations to determine if the book/bank balances are \$0 as of the last day of the month.

Population / Sample: The population consisted of all month end bank balance reconciliations from October 1, 1998 through September 30, 1999. The sample consisted of the entire population.

Findings and Conclusions: The review revealed that the Tribe s bank balance contained balances at the end of each month of the year. In some cases the reconciled balance was positive and in other cases it was negative. These circumstances are indicative of a systemic control of funds problem. A detailed review revealed that the lack of control was due to a failure to reconciling amounts required to make accounts payable payments with the amounts drawn down for this purpose. As a result, in some cases, funds were drawn twice for the same accounts payable payment. The accounts payable was appropriately paid once resulting in the duplicate amount remaining in the bank account. Future drawdowns were not reduced to utilize the excess funds resulting in a continuing balance in the account.

This problem had been noted in a past evaluation years. As a result of that deficiency the

Tribe had implemented control procedures that corrected the problem. For some unknown reason the control measures were discontinued during this evaluation year and resulted in the Tribe again drawing down funds that exceeded their immediate needs. All funds have been accounted for and it was determined that the only deficiency is a weakness in controls related to funds accountability. This is in direct contradiction with the principle being measured and must be corrected.

Corrective Actions: The Tribe must immediately reduce their next drawdown to absorb the balance of excess funds in the bank account and implement the previously established controls to assure that excess funds are not drawn down in the future.

Principles Being Evaluated: Programs should have systems in place to ensure accountability and responsibility for spending AML funds and a process to assure that such systems are working.

Subelement: Accounting Procedures

Review Dates: June 19-29, 2000

Personnel: Laura Pretty Weasel (COR), Elizabeth Other Medicine (COR), Orvel Gustafson (CFO)

Background: Grant recipients are required to account for all program income and expenditures, using generally accepted accounting practices. The Tribe s AML program does not generate program income. Expenditures are a result of payroll, travel, and accounts payable transactions. The COR pays payroll biweekly. The greatest amount of payroll activity occurs during the construction season. Travel occurs primarily for training and meetings with OSM. Some procurement actions require travel. Accounts payable mainly result from the COR's procurement of rental space, supplies, vehicles and gas related services, and utility services. In almost all instances payment of these account payables is conducted on a monthly basis. Evaluations in previous years has resulted in all deficiencies being corrected with the exception of problems associated with outstanding travel advances and some remaining issues associated with the control of purchase orders.

Review Methodology: The CFO tested transactions relating to the recovery of excess travel advances noted during the previous evaluation period to ensure that they had been appropriately recovered. A review of purchase order records was also conducted to determine that appropriate controls have been implemented.

Population / Sample: The population consists of all travel and accounts payable transactions occurring during EY2000. The travel sample consisted of all trips where excess travel advances had been detected during the previous evaluation year. The accounts payable sample consisted of all purchase order transactions errors and control weakness detected in the previous year evaluation to determine that corrections had been made.

Findings and Conclusions: During the last evaluation year, the CFO found that there were five instances where excess travel advances had not been collected from the traveler. Travel relating to some of the amounts due occurred more than two years prior. The Tribe was instructed to immediately establish payroll deductions for the employees and to withhold a

contractor s excess advance from a pending payment to recover the excess advances. A review of the travel records during this evaluation year, revealed that all excess travel advances had been recouped.

During previous evaluation years, the CFO found that COR s purchase order file was not up to date. Purchase orders were either missing, unkept, or were not in sequential order. No system was in place to control the orderly issuance of and record keeping of purchase orders. This weakness was previously identified during the EY 96, EY 97 and EY98 evaluations. There has been improvement in this area during each succeeding evaluation year. The CFO found that this deficiency was corrected during this evaluation year.

Principles Being Evaluated: Programs should have systems in place to ensure accountability and responsibility for spending AML funds and a process to assure that such systems are working.

Subelement: Timeliness of Applications and Reports

Review Dates: Continuous

Personnel: Hugh White Clay (COR), Phylene Big Man (COR), and Orvel Gustafson

(CFO)

Background: The Tribe's grant/amendment applications for funds, interim and closeout reports, and requests for Authorizations to Proceed with projects must meet OSM s established timeframes. Grant/amendment applications are required sixty days before the requested effective date of the grant, interim reports are due thirty days after the end of the reporting period and closeouts are required ninety days after the end of the grant period. Requests by the Tribe for Authorizations to Proceed with projects require sixty days lead time to allow OSM to perform historic preservation consultations and obtain necessary approvals. These timeframes were established to assure that funding and project approval actions will result in continuous program operations and timely and accurate recordation of accomplishments and financial data relating to the Tribal AML Program.

In past evaluation periods, the Tribe has not met the established timeframes for grant action applications, financial and performance reports and requests for Authorizations to Proceed with projects. During these periods, the Tribe s delinquencies have resulted in untimely and inaccurate recording of the Tribe s financial and performance data. This has been a continuing problem as noted in CFO oversight as well as in past A-133 audits.

Review Methodology: CFO continuously reviewed the timing of Tribal submissions of grant/amendment applications for funds, interim and closeout reports, and requests for Authorizations to Proceed with projects to assure that they met OSM s pre-established timeframes which would result in continuous program operations.

Population / Sample: The population consisted of all grant/amendments applications, requests for Authorizations to Proceed, and reports required during EY2000. The sample equaled the population.

Findings and Conclusions: The Tribe appears to have corrected the deficiencies noted in

the previous evaluation years and was timely in submitting all grant/amendment applications for funds, interim and closeout reports, and requests for Authorizations to Proceed with projects during the evaluation period.

Principles Being Evaluated: Programs should have systems in place to ensure accountability and responsibility for spending AML funds and a process to assure that such systems are working.

Subelement: Audits and Implementation of Audit Recommendations

Review Dates: Continuous

Personnel: Hugh White Clay (COR) and Orvel Gustafson (CFO)

Background: The Tribe is subject to an annual A-133 audit. OSM is responsible to resolve any findings in the audits that pertain to OSM programs. To assure that all findings are promptly resolved, OSM continuously reviews the A-133 process and resolves findings as they develop. All findings resulting from audits conducted in past evaluation years have been resolved.

Review Methodology: The Tribe provided the CFO with a copy of the A-133 audit report for the timeframe 10/01/98 and 09/30/99. The Tribe s performance in this area was based on the contents of the audit report.

Population / Sample: The population consisted of all of the findings in the A-133 Audit completed for the period of October 1, 1998 through September 30, 1999. The sample was equal to the population.

Findings and Conclusions: The A-133 audit for the period ending September 30, 1999 contained no findings concerning the Tribe s AML program.

Principles Being Evaluated: Programs should have systems in place to ensure accountability and responsibility for spending AML funds and a process to assure that such systems are working.

Subelement: Procurement and Management of Property and Services

Review Dates: June 19-29, 2000

Personnel: Elizabeth Other Medicine (COR), Orvel Gustafson (CFO) and Neal Jacquot (CFO)

Background: The COR must conduct procurement actions in accordance with Tribal procedures and manage and dispose of program property in accordance with Tribal procedures while complying with OSM s minimum requirements. Since these areas are high risk areas due to the high level of internal controls required, it is selected for review in every evaluation period. Weaknesses in inventory control which had been noted during the previous evaluation periods led to a continued review of the property control process.

Review Methodology: <u>Procurement</u>: The review was limited to the review of purchase order control and the maintenance of purchase order records (see the Enhancement and Performance Review Report for Accounting Procedures).

<u>Management of Property and Services</u>: The review methodology used to determine the accuracy of property records was accomplishes through a confirmation of the accuracy of property contained on the property records through a physical inventory of all items. This included a check of the property for inventory tags. The requirements of the <u>Federal</u> <u>Common Rule</u> and the policies of the Tribe were used in determining what property should be included in the property listing.

Population / Sample: As a result of Tribal elections in May, 2000, there was a change in all Tribal officials. Historically, changes in program personnel associated with a change in administration has resulted in weaknesses in the implementation of internal controls causing property to be susceptible to theft or loss. Due to these circumstances, the CFO conducted a total inventory of all property and property records.

Findings and Conclusions: <u>Procurement</u>: Internal Control weaknesses were noted involving the control of purchase orders (see the Enhancement and Performance Review Report for Accounting Procedures).

Management of Property and Services: In the previous evaluation year, the review of the property records revealed that there were only a few minor items that were not included in the property records. This years evaluation identified items that were in need of disposal that were being maintained by the COR and additional minor discrepancies in property records. As a result of the complete inventory by OSM and the Tribe, property was disposed of and the physical inventory was reconciled with the property records. Thus, the Tribe s property system as it related to the AML program was accurate as of the end of the evaluation period.