

ADMINISTRATIVE MEMORANDUMS INDEX

As of January 26, 2016

Please note that these Administrative Memorandums will include many memos that have become outdated due to changes in rules, statutes or current Department policy. Some memos have been amended or superseded by others, and some may no longer be applicable.

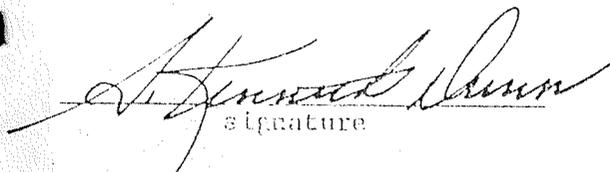
WELL CONSTRUCTION			
No.	Title	Signed	Amended or Superseded
1.	<u>Waiver of Minimum Well Construction Standards</u>	12-13-74	
2.	<u>Minimum Casing Depth When Installed in Solid Rock</u>	4-14-75	
3.	<u>Expedited Approval of Drilling Permits</u> <u>Superseded 12-30-88</u>	10-6-88	12-30-88 10-21-91 6-5-92
4.	<u>Minimum Well Construction Standards Sealing Procedure</u>	4-6-77	
5.	<u>Well Seal Checking</u>	3-17-77	
6.	<u>Dry Water Wells</u>	2-8-79	
7.	<u>Permitting Requirements for Low Temperature Geothermal Wells Used for Domestic Purposes</u>	8-5-08	2-26-10
8.	<u>Guidance for Ground Water Protection Program, Well Inspections and Reporting</u>	5-13-13	
9.	<u>Guidance regarding decommissioning of bore holes drilled for collecting soil or rock samples, determining geologic properties or mineral exploration.</u>	1-22-15	

OPERATIONS DIVISION
ADMINISTRATIVE MEMORANDUM

TO: Staff
FROM: A. Kenneth Dunn
DATE: December 13, 1974
SUBJECT: WAIVER OF MINIMUM WELL CONSTRUCTION STANDARDS

This is to clarify who in the Districts is delegated the authority to grant waivers of the standards.

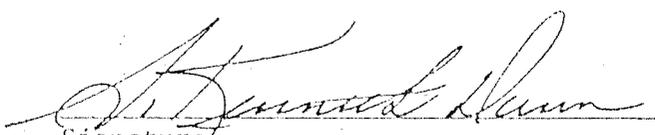
Any written waivers must be signed by either the division administrator, the engineering bureau chief, or the district engineer or manager. Oral waivers granted during conversations between the District personnel and the driller must be followed up by a written request from the driller and written confirmation from one of the above named employees. Copies of both pieces of correspondence should be forwarded to the State office (or District office, if granted by the State).


signature

OPERATIONS DIVISION
ADMINISTRATIVE MEMORANDUM

TO: STAFF
FROM: A. Kenneth Dunn
DATE: April 14, 1975
SUBJECT: MINIMUM CASING DEPTH WHEN INSTALLED IN SOLID ROCK

Any time a waiver is granted to provide less than the 18 feet required casing depth on a well the Department will require that the casing be set at least three feet into the solid rock confining layer and sealed with cement grout.


Signature

MEMORANDUM

To: Department Staff
From: R. Keith Higginson *RKA*
RE: EXPEDITED DRILLING PERMIT APPROVALS
Date: June 5, 1992

Well Constr No. 13
updates

Because of the extended drought conditions, the department is receiving requests to approve drilling permits prior to approval of the related water right document. The purpose of this memo is to provide guidance in this regard.

Well Construction Standards Rule 7,1,4. provides as follows:

Drilling permits will not be issued for construction of a well which requires another separate approval from the department, such as a water right permit, transfer, amendment or injection well permit, until the other separate approval has been given by the department. The Director will grant a waiver if he determine that the public interest will be served by an expedited approval.

It is in the public interest during the on-going drought to waive the waiting requirement and to grant a drilling permit in advance of other separate required approvals for drought relief supplemental wells on lands which have an existing normally-full water right from a surface water source in those instances where high value crops are involved provided the applicant for such drilling permit assumes certain risks.

The requirement of Rule 7,1,4. is waived and regional managers are authorized to approve drilling permits for situations meeting the following criteria:

- 1) A high value crop (such as potatoes, beans, sugar beets, seed crops, trees and vinyards) has been planted.
- 2) The estimated date when the surface water right will no longer be available does not give adequate time for processing of the water right application, and
- 3) Completion of the crop requires water after the surface supplies are projected to be exhausted.

Such approvals must specifically include the following conditions:

1. The drilling permit holder assumes all risks and recognizes that the department can not assure that a water right for use of water from the well will be approved.
2. The drilling permit holder is not authorized to divert or use any water from the well until the department issues the appropriate water right authorization.
3. The drilling permit holder agrees to be bound by the conditions of approval which may be issued in connection with the water right authorization.

In connection with condition 3 above, the drilling permit or transmittal letter should include a list of the special conditions that the department issues on drought relief supplemental water right approvals for the use of wells.

The department should not issue drilling permits in connection with applications for permit which are protested.

OPERATIONS DIVISION
ADMINISTRATIVE MEMORANDUM

RECEIVED
APR 8 1977

Department of Water Resources
Western Regional Office

TO: REGIONAL OFFICES

FROM: A. KENNETH DUNN

DATE: April 6, 1977

SUBJECT: MINIMUM WELL CONSTRUCTION STANDARDS - SEALING PROCEDURE

Since it has been determined that it is unsafe to auger wells with submersible pumps because of the possibility of cutting through the casing with the auger, all regional personnel will need to more closely check wells during construction.

Whenever you see a rig set up, or are advised that a well is under construction, you will need to stop at the site while the well is being drilled. Check the drilling procedure for compliance with the minimum construction standards. This effort to improve the quality of well construction will increase the work load for all of our field personnel, but it seems to be the only way to more properly do the job for which we are responsible according to the Statutes.

We are getting complaints from the drilling industry that we are not properly policing the industry as there are some drillers who fail to construct wells according to standards so as to protect the ground water from contamination, and they feel that the Department is not doing enough to enforce the standards requirements.



MR

MEMORANDUM

March 17, 1977

FROM: LEE SISCO *lls*

TO: ALL REGIONAL OFFICE FIELD PERSONNEL

SUBJECT: WELL SEAL CHECKING

Please stop all well seal checking on domestic wells with submersible pumps by the augering method.

Norm feels this method is UNSAFE! There is the possibility of electrical shock. The wiring is only placed in conduit from ground level to the sanitary seal; once below ground we can't follow the path of that wire. Normally if you auger on the side opposite the conduit you would be safe, unless they have extra wire and stuff it in a void around the casing.

The only time you could be shocked is when the pump is running. I realize it may be a 1 in 1000 shot on cutting through that wire, but a 220 line and a wet auger could prove fatal, and I don't like those odds. What if you cut a wire and shorted out the pump? Who would pay for it? You? The Department?

Detels

On irrigation wells or domestics with no pump continue checking, but don't auger the well with a submersible pump.

If you have any comments, questions or alternatives let us know.

well logs
D. Fleener

MEMORANDUM

TO: Regions
FROM: Bob Fleener *Bob*
DATE: February 8, 1979
SUBJ: DRY WATER WELLS

Those water well logs which show a dry hole should have something on them concerning abandonment even if the casing is left in the hole. When this is the case, a 1/4-inch water-tight steel plate welded to the top of the casing is sufficient. This is important due to the fact that it is unknown when the well may be re-entered for deepening, if ever, and an uncapped dry well may allow the introduction of contaminants into the groundwater as well as being a safety hazard.

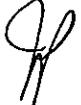
You should, therefore, contact the driller to determine what measures have been taken to close the well when nothing is indicated on the log.

ADMINISTRATIVE MEMORANDUM

Adjudication No. 54
Application Processing No. 69
Well Construction No. 7

DATE: February 26, 2010

TO: Water Management Division

FROM: Jeff Peppersack 

RE: Permitting Requirements for Low Temperature Geothermal Wells Used for Domestic Purposes

This memo supersedes Adjudication No. 54, Application Processing No. 69 and Well Construction No. 7 dated August 5, 2008.

On April 17, 2008, the Director extended a five-year moratorium for a portion of the Twin Falls Ground Water Management Area (TFGWMA). The moratorium order prohibits approval of applications to appropriate water and limits development under existing permits to divert and use water from the artesian, thermal ground water aquifer. In addition to extending the moratorium, the Director ordered that the moratorium applies to domestic purposes as defined by Section 42-111, Idaho Code based on the following conclusions:

A domestic ground water right from low temperature geothermal water cannot be perfected by beneficial use, but must be established by the filing of an application with the Department and subsequent approval by the Department as a water right.

Low temperature geothermal water rights must be represented by an approved water right, and the Director has authority to refuse to process applications to appropriate low temperature geothermal water for domestic use.

The conclusions from the order are based on requirements in Section 42-233, Idaho Code. Section 42-233 recognizes the validity of domestic water rights for use of low temperature geothermal water perfected by beneficial use prior to July 1, 1987. Section 42-233 requires the filing and approval of a domestic water right for low temperature geothermal water when the use of water was completed after July 1, 1987.

This memo is intended to inform staff of the requirements for filing an application for permit to appropriate water from a low temperature geothermal well for domestic purposes. In the past, the Department has issued well drilling permits for low temperature geothermal wells to be used for domestic purposes without a water right permit, based on the exception provided under Section 42-227, Idaho Code. Staff should work with owners of those domestic wells constructed after July 1, 1987 to ensure that they file an application for permit to appropriate water if the use is not authorized by an existing water right. In addition, the Department should notify the general public through news releases, the Department's website and/or other available means of the requirement to file an application.

For low-temperature geothermal wells, the following shall apply for domestic uses statewide:

- A valid water right permit, license or decree is required to divert and use water from any low temperature geothermal well, except for rights based on beneficial use established prior to July 1, 1987. Note that deferrable domestic uses not claimed in the Snake River Basin Adjudication (“SRBA”) qualify for the exception; however, deferrable uses were limited to those currently defined under Section 42-111(1a), Idaho Code.
- Domestic rights from low temperature geothermal wells that were decreed in the SRBA are valid rights decreed by the court; however, the Department should no longer recommend domestic water rights from low temperature geothermal wells based on beneficial use established on or after July 1, 1987.
- An application to appropriate water from a low temperature geothermal well shall include documentation to demonstrate that the use will be primarily for heat value pursuant to Section 42-233, Idaho Code, or shall include a request to exempt the proposed use with documentation demonstrating that the exemption is warranted based on the statutory criteria.
- Water right or permit holders authorized to divert and use water from a well in a cold water aquifer, who “un-intentionally” encounter a low temperature geothermal resource during construction, modification, or replacement of a well, must cease construction of the well and seek further instruction from the Department regarding measures to protect the resource while any water right issues are pending. Except for those measures required to protect the resource, the water right or permit holder may only resume construction after obtaining authorization to appropriate water from the low temperature geothermal resource or an exemption from the requirement to use the water primarily for heat value pursuant to Section 42-233, Idaho Code.
- A valid water right or permit authorizing a well for diversion and use of a low temperature geothermal resource must exist prior to issuance of a well drilling permit to construct a new well or modify or replace an existing well. Bonding and typically more stringent well construction provisions are applicable for construction for low temperature geothermal wells pursuant to Section 42-233, Idaho Code and Rule 30 of IDAPA 37.03.09.
- Start cards are not valid to construct, modify or replace a well seeking to appropriate a low temperature geothermal resource, or encountering a low temperature geothermal resource during construction. In addition, use of start cards may be prohibited for specific areas that may encounter low temperature geothermal resource as designated by the Department. An incidental or unintentional encounter of low temperature geothermal water while drilling a well authorized by a start card will require the filing of a new drilling permit application. A drilling permit upgrade fee of \$125 must accompany the drilling permit application.

Applications to appropriate water from a well using a low temperature geothermal resource for domestic purposes within a moratorium area or other area limiting or prohibiting further development of the resource can only be approved in accordance with the order governing the designated area. An exception will be provided for moratorium areas or other areas limiting or prohibiting further development of the resource that were established or are actively extended or modified by order dated prior to April 17, 2008. In those restricted areas, for situations where development of a domestic use

was commenced prior to April 17, 2008, the Department will only consider a new application to appropriate water from a low temperature geothermal well provided that each of the following requirements are met:

- Development of the domestic use proposed under the new application was commenced prior to April 17, 2008 (for example, this may include a situation where a well was drilled just prior to April 17 and development has continued uninterrupted even though water was not diverted and used from the well for domestic purposes until shortly after April 17; however, it would not include a situation where the domestic use was not at least in initial stages of construction prior to April 17)
- The use is limited to domestic use as defined in Section 42-111, Idaho Code; the domestic use must be primarily for heat value and within the limits of parts A or B of the domestic definition, unless the domestic use qualifies for an exemption from the heating requirements pursuant to Section 42-233, Idaho Code.
- The well complies with drilling permit requirements for wells drilled on or after July 1, 1987

Applications that meet these requirements and are otherwise acceptable for processing shall be advertised and may be approved if the criteria in Section 42-203A, Idaho Code are satisfied. Note that current moratorium areas prohibiting further development of a low temperature geothermal resource may also be subject to other moratoriums or restrictions such as the Eastern Snake River Plain moratorium area; however, those areas may provide exceptions for domestic purposes and will require review on a case by case basis for applications in each area.

Any low temperature geothermal water use or well construction for domestic purposes, not authorized by a water right permit, license or decree (unless right based on beneficial use established prior to July 1, 1987) and/or well drilling permit shall be subject to an administrative enforcement action and/or abandonment of the well pursuant to Chapter 2, Title 42, Idaho Code and Rules of the Department. Department staff are instructed to work with water users to ensure that the appropriate applications are filed to obtain permits or authorization for existing uses.

ADMINISTRATOR'S MEMORANDUM

Well Construction Memorandum No. 8

Date: May 13, 2013

TO: Ground Water Protection Program Staff – State and Regional Offices

From: Mat Weaver



Re: Guidance for Ground Water Protection Program Well Inspections and Reporting

Purpose: This memo provides guidance to staff to achieve consistent well drilling inspections and program reporting. The guidance reflects Ground Water Protection Program priorities, vision from the Idaho Department of Water Resources' (IDWR or Department) Strategic Plan and input from the water well drilling industry.

Application: This guidance applies to all IDWR Ground Water Protection staff in the Regional Offices and State Office that assists with well construction inspections.

Regional Office Responsibilities

Regional Office well inspectors are the main compliance and enforcement staff for the Department's Ground Water Protection Program. Each region has its own unique characteristics including geologic conditions, driller demographics, and compliance issues. The regional inspectors have developed working relationships with the drilling community and generally have good communication with regionally licensed well drillers. The drillers typically work with a Regional Office inspector as a point of contact for permitting and regulatory assistance.

The primary ground water protection program responsibilities for regional well inspectors include the permitting and regulation of well construction and well decommissioning, the regulation and permitting of underground injection wells, and the supervision of well driller licensing tests. Funding for well inspectors is generated from well drilling permit and licensing fees. The water well drilling community has expressed a desire for fees to be used for regulatory activities regarding well construction and decommissioning.

The Department's Strategic Plan¹ provides the following performance measure goals and benchmarks for the Ground Water Protection Program:

¹ The IDWR Strategic Plan can be found at:
www.idwr.idaho.gov/AboutIDWR/PDFs/IDWRStrategicPlan.pdf

- 1) **Performance Measure:** Maintain or increase well driller field inspections and well construction project oversight.
Benchmark: Achieve on-site field inspection contact with 50% of all active licensed drillers each year during critical phases of well construction. Schedule or conduct inspections so that all drillers are visited on site at least once every two years.

- 2) **Performance Measure:** Well Construction Seal Placement Verification Inspections.
Benchmark: Conduct well seal placement and verification inspections for 15 to 20% of newly constructed wells.

Inspections

Regional inspectors should meet the goal of visiting 50% of the licensed drillers in their respective region each year and performing seal inspections on 15 to 20% of new wells each year. Staff time for ground water protection efforts in the regions should be prioritized to meet these goals. Regional managers are encouraged to meet with the well inspector in each region and develop a regional inspection plan that will assist in meeting these broad inspection goals.

Regions with drillers and wells located in more remote areas may need to include strategies in their regional inspection plans to increase the number of well seal inspections and driller contacts in such areas in order to provide a more consistent level of regulatory compliance across the region and throughout the State. For example, a regional inspector may wish to spend several days or a week in more remote locations within a specific area of the region based on permits issued so when the seal call is placed, the inspector is able to visit the drill site and perform the inspection during critical phases of drilling. Another option to consider is eliminating the use of start-card permits in remote areas and requiring the long form permit. The long form permit can include permit conditions to require mandatory inspections for that specific well or a 24-hour seal call notification provided by the driller so that inspectors have adequate time to travel to the site for the inspection.

In some areas staff resources can be developed with other agencies to assist with seal inspections and investigations of complaints from well owners, drillers, or the public; including complaints about set-backs, bacterial contamination or well yields. As an example, the Department has recognized in the Salmon area that seal inspections were difficult to achieve given the four- hour seal call requirement in the rules coupled with the long travel time to the area from IDWR offices. To address this concern the Department has engaged in a pilot project that includes eliminating start card permits in Administrative Basins 73, 74 and 75 near Salmon and contracting with the Eastern Idaho Public Health District office in Salmon to conduct well inspections on behalf of the Department (see attached Start Card Use letter). The permits are conditioned to require a diagram showing the geology and proposed well construction prior to

completion of the well and a requirement for a mandatory seal inspection. This process has resulted in better oversight and more consistent regulatory compliance. The Regions may identify additional remote or inspection-challenged areas in need of consideration so that the Department can evaluate if and how to develop more effective compliance programs in those areas.

Regional managers or well construction inspectors can request State Office assistance at any time. The State Office will make a concerted effort to provide timely assistance for remote areas identified by the Regions.

Inspection Reporting

Well construction inspections completed in the regions should be recorded in the new well construction workflow program. The new program includes additional fields for inspections, such as 'Well Inspection Type' and 'Seal Placement Inspected', which will assist the Department in tracking the performance measures outlined in the IDWR Strategic Plan. The new program also includes additional fields for application and permit processing to track waivers issued, receipt of well seals and well decommissioning. Data entry of all inspections and waivers in the workflow system are important to facilitate query and review of the data. Enforcement actions including warning letters and notice of violations should also be entered in the well construction workflow program with power-docs. The documents should be linked to the well ID number and the well tag number.

Data will be queried periodically to evaluate progress toward inspection and driller contact goals. Timely and complete data entry will allow Regional and State Office staff to evaluate existing resources and to determine if program objectives are being met.

Driller Licensing Process

The driller licensing process normally involves staff from both the State and Regional Offices. However, the Regional Offices are generally the first point of contact and driller licensing exams are proctored at the Regional Offices. Applications and associated fees are typically received by the Regional Office. The regional well inspectors are also responsible for scheduling exams with drillers and operators, as well as scoring completed exams.

Well inspectors in the Regional Offices should strive to make sure that the application and exam process is entirely complete before submitting application/exam packages to the State Office. An incomplete package might be one that contains the application form and exam results without fee receipts, letters of recommendation, or other required items. Upon a driller's or operator's completion of the application, payment of appropriate fees, and successful completion of the

exam, the application, exam and fee receipt should be forwarded to the State Office as one complete package. Upon receipt of the package, the State Office will issue the driller's/operator's license and request a bond for new companies.

Enforcement

Enforcement Actions are generally initiated through the Regional Offices as a follow up to the inspection process. The State Office and IDWR Deputy Attorney Generals are available for review and consultation on warning letters and Notices of Violation. The Department finalized an Enforcement Policy in November 2007 and it is currently available as a resource to all Department staff. Regional inspectors and managers are encouraged to utilize the Department's Enforcement Policy when implementing violation and compliance procedures to achieve regulatory consistency statewide. The Enforcement Policy is attached to this guidance.

Attachments: *Start Card Use Letter - Example*
IDWR Well Drilling Enforcement Policy



State of Idaho

DEPARTMENT OF WATER RESOURCES

322 East Front Street • P.O. Box 83720 • Boise, Idaho 83720-0098

Phone: (208) 287-4800 • Fax: (208) 287-6700 • Web Site: www.idwr.idaho.gov

May 1, 2012

Jerry Foster
Jafco/Foster Drilling
P.O. Box 46
Leadore, Idaho 83464

RE: Start Card Use

C. L. "BUTCH" OTTER
Governor

GARY SPACKMAN
Interim Director

Dear Licensed Driller:

The purpose of this letter is to notify you of procedural changes affecting drilling permits and well inspections in your region.

Beginning May 15, 2012, the Idaho Department of Water Resources (Department) will not allow use of start-card permits in areas identified as Basin 73, 74 and 75 (see enclosed map) located in Custer and Lemhi Counties. As of May 15, 2012 long form drilling permit applications will be required. Department approval of these applications may include additional and specific "conditions of approval". All drillers proposing to construct wells in these areas must have a signed and approved drilling permit in possession prior to drilling. Additionally, drillers and owners should thoroughly review the conditions of approval included on the approved drilling permit.

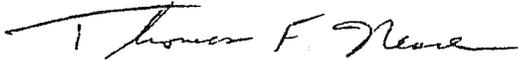
Reasons for suspending the use of start-cards include: 1) Geology and hydrogeology in the area are complex, with a number of major faults and fractures that result in a sensitive fracture flow system of both cold water and low temperature geothermal water. 2) Aquifers encountered can be artesian. 3) There are a number of unstable volcanic formations in the area with the high potential to produce excess sediment. The Department has documented cases of collapse and pump damage or failure in wells completed in these unstable volcanic formations. 4) The need to properly design and construct wells in these geologically complex areas to mitigate potential comingling of aquifers, properly seal and control artesian conditions, and prevent well collapse and formation erosion in unstable formations.

Also, the Department has executed an agreement with the local Health District to assist with seal inspections. You are hereby notified that under the agreement, designated officials of the health district are duly authorized to inspect drilling operations in these areas.

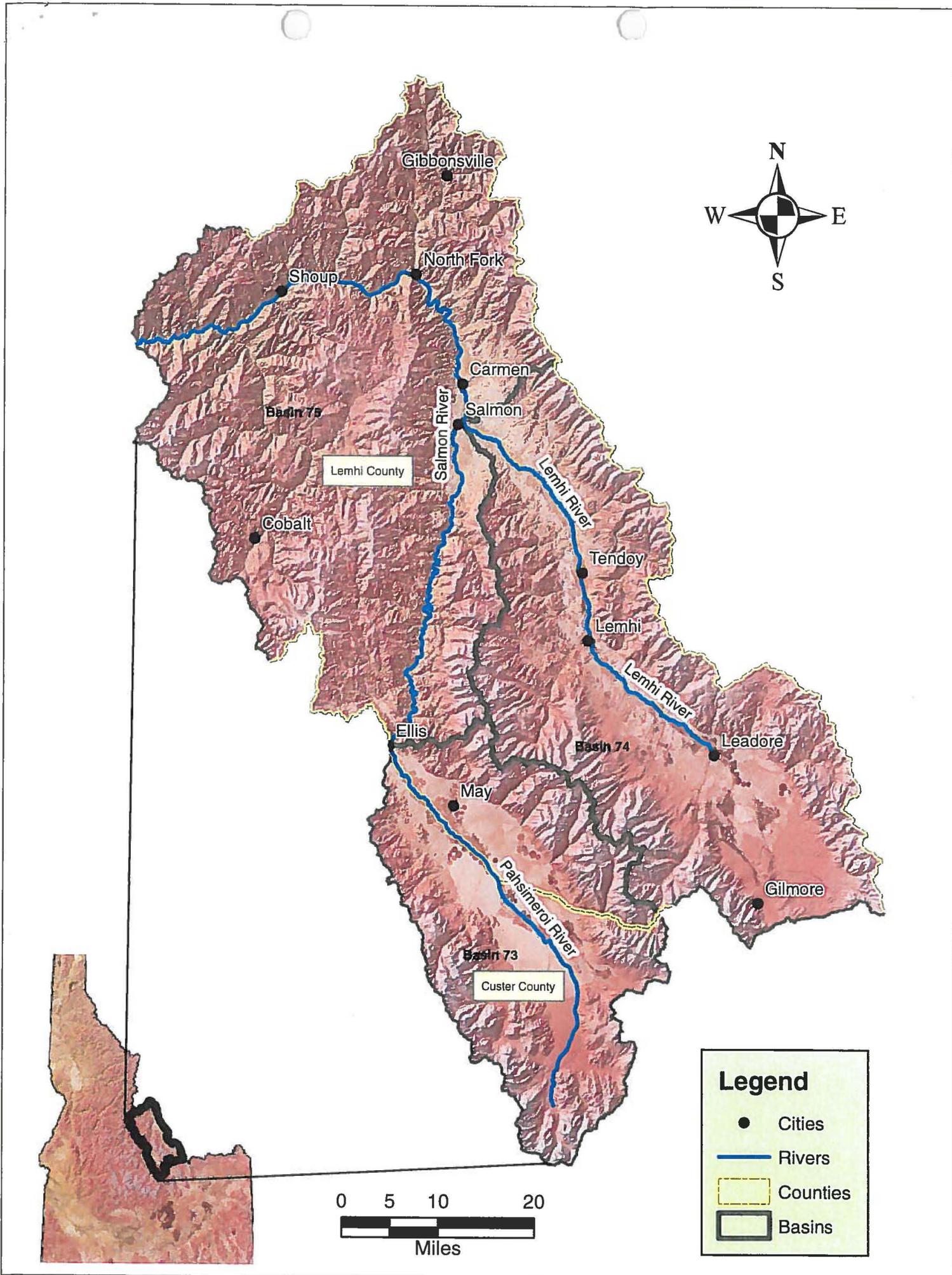
The reason for this change is that Department inspections during drilling and seal placement have been limited due to travel time for inspectors to arrive at the site within the required four-hour seal notification time frame,

If you need additional information please call Tom Neace at 208-287-4935, or Chad Hersley at 287-4930.

Sincerely,

A handwritten signature in black ink, appearing to read "Thomas F. Neace". The signature is fluid and cursive, with a long horizontal stroke at the beginning.

Thomas F. Neace, P.G.
Manager, Ground Water Protection



ADMINISTRATOR'S MEMORANDUM

To: Water Management Division
From: Gary Spackman *Gary Spackman* Well Drilling Memorandum #6
Date: November 20, 2007
Re: **Well Drilling Enforcement Policy**

This memorandum explains the Departments policy concerning well drilling enforcement of the Idaho Well Construction Standards Rules, Well Driller Licensing Rules and Idaho Code. This memorandum supersedes Well Drilling Memorandum #5 dated April 22, 1994.

References: Idaho Code 42-235, 42-237a, 42-238, and 42-1701B. Rules IDAPA 37.03.09 and IDAPA 37.03.10.

Purpose: This policy provides guidance to achieve consistent application of, and compliance with, the Laws and regulations of the state for the protection and development of groundwater; for the regulation and licensing of well contractors and operators; and for the regulation of well construction standards. It does not address the handling of all water related violations of Idaho Code or Rules.

Application: This policy applies to all Idaho Dept. of Water Resources (IDWR) staff when enforcement actions are taken against a public or private party.

Authority: Authority for the Idaho Department of Water Resources to protect and develop ground water is contained in the above referenced statutes. This authority includes the power to regulate and control withdrawal of water; to prevent wasteful practices and protect the groundwater resources from contamination or commingling; and to achieve compliance through administrative orders, civil penalties, and criminal prosecution for violation of the laws, regulations, permits, and orders issued hereunder.

Authority to regulate and license well contractors and operators and to enforce state well construction standards is contained in the above referenced statutes. This authority includes the power to issue, deny, suspend, or revoke well driller licenses; to establish standards for the construction of wells; prevent the waste and contamination of any ground water; and to issue administrative orders and assess civil penalties for violation of the laws, regulations, permits, and orders issued hereunder.

Authority to enter upon lands for the purpose of inspecting any wells; casings, pipes, and fittings to direct the suspension of well use until necessary corrections are completed, are contained in the above referenced statutes.

1. Enforcement overview

- a. Water Resources staff will encourage voluntary compliance through education and informal enforcement actions. Education will include presentations to the drilling community and notifying the regulated drilling companies of the current policy and where to obtain a copy. In addition, the enforcement approach will strive for general oversight for all drillers with focus on those drillers that, through their actions, have demonstrated a lack of understanding of the Idaho Code and administrative rules or a willingness to ignore Idaho Code and/or rules. When voluntary compliance is not achieved, formal enforcement actions shall be used to assure compliance. All enforcement actions should be timely, well documented, and pursued in an escalating manner until the violation is resolved.
- b. Informal enforcement action is the first step in documenting and creating a historical record of a violation (see section 5). Options for informal enforcement action:

Field Issued Warning
Warning letters/Notice of Non-Compliance
Suspension of Start Card Privilege

SCANNED
NOV 21 2007

c. Formal enforcement action is based on statutory authority (see section 6 and IC 42-1701B). Formal enforcement actions are for serious, repeated, or willful infractions of IC 42-235 and/or IC 42-238, and will be presented to the driller as a Notice of Violation (NOV). Formal enforcement actions include:

Field Issued Notice of Violation
Notice of Violation
Cease and Desist Order
Civil Enforcement Actions
Suspension of Start Card Privilege
Suspension or revocation of well driller's license
Court injunctions or orders
Criminal prosecution.

d. Enforcement actions are most effective when taken in a timely manner. Informal enforcement actions should be initiated within 10 days from the date the department becomes aware of the violation in an effort to allow prompt and effective correction. This recommended timeframe for initiating action in no way is intended to infer or establish any "statute of limitation" whereby if not achieved prevents the department from exercising its mission of well construction enforcement. Formal enforcement actions should be initiated within 15 days of the department becoming aware of violation.

e. Enforcement actions shall be pursued for violations committed by public agencies, as well as private parties. Enforcement procedures for public agencies may differ from private entities but the goal of compliance shall not be subordinated to other considerations.

2. Selecting enforcement response

Selecting an appropriate response to a documented violation is accomplished by first classifying the magnitude of the violation.

a. Level 1 violation – a violation of regulatory requirements, which does not create an actual or imminent threat to human health or the groundwater resource.

b. Level 2 violation – a violation having the potential to create, or actually creating, a threat to human health or the environment, or a repetitive of three or more Level 1 violations, or intentional violation of the well construction rules that would have been identified as a Level 1 violation. Penalties generally are monetary, but may be "enhanced" to include special conditions and/or requirements to ensure that drillers understand well construction requirements and are sure that they are following these requirements. These enhancements may include suspension of start card privileges, special competency testing (at the driller's expense), retaking the driller licensing exam, direct oversight with designated IDWR field staff prior to initiating various stages of work, or other requirements to show that the driller understands the rules and intends to comply with them.

c. The magnitude of the violation, along with the following discretionary factors will be the basis for selecting the appropriate enforcement response:

Economic advantage gained by non-compliance
Violator's cooperation to resolve the violation
History of previous violations.

3. Responsibility for and Coordination of enforcement actions

a. Regional staff shall coordinate enforcement actions with the Groundwater Section of the State Office. Occasionally enforcement of well licensing and construction standards (IDAPA 37.03-10 & IDAPA 37.03.09) may affect the concerns and responsibilities of other regions, agency programs, or state and federal agencies. In these instances, the Groundwater Section (or Resource Protection Bureau) will take the lead.

SCANNED
NOV 21 2007

b. Regional Manager is responsible for resolving all informal enforcement actions and all Level One formal enforcement actions.

c. Regional Manager shall coordinate proposed enforcement action on all Level Two violations with Groundwater Section Manager. Lead on resolving Level Two violations will be determined by Regional Manager and Groundwater Section Manager. Regional Manager's office retains responsibility for collecting and documenting field information relevant to any alleged violation.

d. The Groundwater Section Manager shall lead all enforcement actions involving driller licensing, well construction, and geothermal issues when asked by a Regional Manager to take lead due to temporary lack of available resources to complete the enforcement action in a timely fashion and to assist the Attorney General's office with preparation of an enforcement action. The Groundwater Section Manager will also develop and present enforcement training opportunities to all staff that recommend, review, or sign enforcement actions. In addition, the Groundwater Section Manager is responsible for developing policies and procedures that maintain the continuity of the enforcement program.

4. Setting standards for enforcement

a. All enforcement actions will be prepared using an approved department format. The use of an approved department format will help ensure that enforcement actions follow an efficient and consistent process as outlined in this policy. Certain required legal language, such as statutory cites and appeal process, will not be modified by field inspectors. Paragraphs describing the particulars of the violation will be written by the field staff and inserted into the document as the outline indicates.

b. The well driller, drilling contractor, and property owner may be held responsible for violations of well construction standards. Enforcement action against a property owner can be taken when it is not possible or appropriate to act against the well driller for violations of well construction standards IDAPA 37.03.09. This generally results when problems occur more than one year after the well has been constructed or the well has obviously been modified after it was constructed. The well owner shall receive a copy of any order or penalty issued to a well driller resulting from improper construction of a well.

5. Informal enforcement actions

Informal enforcement actions will be taken to provide the violator with an opportunity to voluntarily comply with the rules. The Department will not process any new or pending drilling permits or start cards for the violating driller/company until the violation(s) are corrected. Actions include:

a. *Field Issued Warning* identifies specific actions or corrections to resolve observed violations at a well construction site. The driller must advise the issuing Water Resource Agent within five (5) days that they have satisfactorily corrected the violation. An extension may be granted upon Department approval. Failure to provide such notice to the Water Resource Agent will cause the violation to immediately become a formal enforcement action.

b. *Warning letter or Notice of Non-Compliance* to inform the recipient that a violation has occurred and outlines the steps necessary for compliance. If not corrected within the timeframe specified, the violation immediately becomes a formal enforcement action.

c. *Suspension of Start Card Privilege*. Requires the driller to apply for and receive permit prior to commencing any drilling activities. Suspension of Start Card Privilege can result from any formal enforcement action and will remain in effect until the driller has provided evidence that they understand and are willing to follow the well construction and driller licensing rules.

6. Formal enforcement actions

Formal enforcement action may be initiated if either informal action does not achieve compliance or if a more severe violation has occurred. A memorandum prepared by the field staff documenting the alleged violation, supported by field notes, photos, and other material form the basis for recommended formal enforcement actions that is submitted to and approved by Regional Office manager. A drillers start card privileges maybe suspended pending resolution of any formal enforcement action.

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a. *Field Issued Notice of Violation* (F-NOV) identifies the Idaho Code or Rule that was violated by the driller and provides specific actions or corrections to achieve compliance. The F-NOV is prepared on a standard F-NOV form or detailed on Department letterhead and the original handed to the driller or posted on the drilling equipment. If not given directly to the driller, a copy of the F-NOV will be provided to the driller's address of license record within five (5) days. The F-NOV will be sent to the driller by both certified and regular mail. In addition, the Department field staff initiating the formal enforcement action will attempt to contact the driller through the business phone or email address provided on the driller's licensing application (see section 8).

b. *Notice of Violation* (NOV) documents the alleged violation and identifies specific actions or corrections to achieve compliance and timeframe to complete these actions and the amount of any penalties being imposed due to these violations. It provides guidance on how a driller may appeal the NOV (see section 8).

c. *Cease and Desist Order* is an order to stop drilling operations due to an imminent threat to the State's groundwater resource posed by the drilling operation, lack of drilling permit, failure to follow conditions of drilling permit, lack of driller's license, or other specific requirements of Idaho Code or Rules (See section 8).

d. *Civil Enforcement Actions* are restraining orders or preliminary injunctions through civil action in district court of the county where drilling is performed (see section 8).

e. *Suspension and/or revocation of a license* provides for well driller's license to be suspended or revoked when escalated enforcement actions have failed to achieve compliance and the violation continues (see section 7).

f. *Court injunctions* or orders result after escalated enforcement action has failed to achieve compliance and action is taken to correct initiated through Attorney General's Office.

g. *Criminal Prosecution* is taken when the county prosecutor initiates a criminal complaint in district court for a violation of IC 42-238(2) and 42-238(13).

7. Violation Guidelines for Formal Enforcement Actions

a. Level 1 Violations.

The following acts generally constitute minor (Level 1) violations if not satisfactorily resolved in any informal enforcement action:

1. Constructing a well without first obtaining or verifying the existence of a written or start card permit.
2. Not having proof of drilling permit or start card permit at the well site.
3. Submitting a start card with incorrect information, e.g. start card submitted as a single family domestic well when well will be used for other domestic use.
4. Failure to properly prepare, sign, and submit the well driller's report to IDWR within 30 days following completion of well construction.
5. Not having plate or number on drill rig.
6. Failure to have driller's license card or operator's permit card on site.
7. Failure to properly attach the IDWR issued well tag to the well casing.
8. Refusing IDWR representative access to wells or well equipment or blocking IDWR representative access to well or well equipment.
9. Submitting a well report with inaccurate information.
10. Submitting an operator or driller license application with inaccurate information.
11. Other acts that the Regional Manager and/or Groundwater Section Manager determine to not exceed Level 1 violation criteria because the act does not create an actual or imminent threat to human health or the groundwater resource nor reflect repeated or willful intent of the driller.

Penalties for Level 1 violations are:

First violation:	\$250.00 + timely correction of violation
Second violation	\$500.00 + timely correction of the violation
Third violation	Equivalent to level 2, first violation

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A second violation is defined as any violation of IDAPA 37.03.09, IDAPA 37.03.10, or IC 42-235 or IC 42-238 that occurs within two (2) years of the first Level 1 violation. The third violation is defined as any violation of the Well Construction Standards of Idaho Code that occurs within two (2) years of the second Level 1 violation. Level 1 Penalties may be adjusted downward or withdrawn following receipt of clear evidence that:

1. The alleged violation did not occur, or
 2. The corrections or changes required from the enforcement action are in the best interest of protection of the resource and the State of Idaho and because of unique conditions the penalty may affect the ability of the driller to correct the violation(s).
- b. Level 2 Violations.
The following acts generally constitute major (Level 2) violations:
1. Construction of well in Idaho without obtaining a proper well driller's license or permit.
 2. Construction of a well without having a start card drilling permit or drilling permit in possession of driller prior to commencement of construction.
 3. Construction of a well in violation of the terms and conditions of a drilling permit.
 4. Construction of a well in violation of the Well Construction Standards Rules IDAPA 37.03.09 and Well Driller Licensing Rules IDAPA 37.03.10, e.g. proper casing, seals, well screen, etc.
 5. Constructing a low-temperature geothermal or geothermal well without proper bonding.
 6. Failure to keep a current written well driller's report at the drilling site describing well construction detail, water bearing zones, lithologic changes, and other pertinent information.
 7. Failure to obtain any necessary waiver to rules prior to commencing work.
 8. Violation of Cease and Desist Order
 9. Falsification of a well driller's report provided to IDWR.
 10. Other acts that the Regional Manager and/or Groundwater Section Manager determine as meeting Level 2 violation criteria because they create an actual or imminent threat to human health, the Ground water resource, or reflect repeated or willful intent of the driller.

Penalties for Level 2 violations are:

First violation:	\$1,000.00 + timely correction of violation
Second violation	\$2,500.00 + timely correction of violation
Third violation	\$10,000.00 + Civil Suit for injunction and damages, including cost to correct violation by another licensed driller, court costs, etc. Suspension of driller's license for a period of not less than one or more than five years.

A second violation is defined as any violation of IDAPA 37.03.09, IDAPA 37.03.10, or IC 42-235 or IC 42-238 that occurs within five (5) years of the first Level 2 violation. The third violation is defined as any violation of the Well Construction Standards or Idaho Code that occurs within five (5) years of the second Level 2 violation.

Some Level 2 violations may be of such magnitude and/or the result of willful intent to gain an economic advantage to warrant maximum penalty regardless of prior compliance history. The Director shall be briefed prior to issuing penalties for these Level 2 violations.

Level 2 Penalties may be adjusted downward or withdrawn following receipt of clear evidence that the alleged violation did not occur.

c. Suspension of a Driller's License. The Department has the authority to suspend or revoke the driller's license or to refuse to renew a license for failure to comply with the provisions of Idaho Code Section 42-238(11). Grounds for suspension or revoking of a license include:

1. Failure to maintain a current well log at the drilling site that captures pertinent information regarding well construction or abandonment activities or to maintain this record for one year;
2. Failure to submit a properly prepared and signed well report to the Department within 30 days following removal of drill rig from site;
3. Failure to construct a well that meets the minimum well construction standards IDAPA 37.03.09;
4. Falsification of a well driller's report provided to IDWR.

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Terms of suspension – Suspension of a driller’s license can remain in effect until the driller has submitted the late or missing well reports, or the driller has repaired or reconstructed the well so the well meets the minimum well construction standards or the well is properly abandoned, or the driller corrected the falsified well driller’s report(s). If action against the driller’s license is determined to be warranted, the state office will send the driller an order describing the cause for suspension, revocation, or non-renewal of the driller’s license and the terms and conditions for reinstatement. Prior to the driller’s license being suspended, revoked, or not renewed, the driller will be entitled to a hearing before the director, as detailed in the Administrative Appeals Process. Drillers whose license has been suspended or revoked may apply for reinstatement no sooner than the report(s) are properly corrected and on file, and/or other well construction violations are resolved. If the director, after consulting with the Driller’s Advisory Committee, determines that the compliance history of the applicant (driller) includes significant violations of the well construction laws and/or rules, including well construction standards, the director may deny the license application for a period of up to one (1) year.

8. Notice of Enforcement Action

a. Field Issued Notice of Violation

The Department’s Water Resource Agent can issue a Field NOV (F-NOV) for violations of Idaho Code or IDAPA Rules that are personally observed in the performance of their well inspection duties. The F-NOV shall follow the Department’s Well Drilling enforcement policy as published on the Department’s web site. The F-NOV shall identify the alleged violation(s) and specify each provision of the permit, rule, order, or statute that has been violated and be signed by the Water Resource Agent. The F-NOV shall state any demand to cease and desist and describe those remedies necessary to correct the violation(s). The F-NOV may provide a proposed agreed to civil penalty. The F-NOV will be handed to the driller or, if the driller is not on site, it will be posted on a clearly visible portion the drilling equipment. A memorandum shall be promptly prepared by the Water Resource Agent to document the alleged violation(s) supported by field notes, photos, and other evidence and a copy of this memorandum shall be placed in the driller’s and drilling company’s license file in the state office. A copy of the F-NOV will be mailed to the drilling firm and to the principle driller.

The driller can acknowledge and accept the violations, the proposed agreed civil penalty, and complete the corrective actions necessary to comply with the F-NOV. The Water Resource Agent will follow-up with the driller and confirm that specific corrective actions where completed to assure compliance. If the driller does not agree with the alleged violations provided in the F-NOV, the driller can appeal to the Regional Manager indicated on the F-NOV through the appeal process described in Section 9.

b. Notice of Violation (Formal)

The Department’s Water Resource Agent can issue a formal written Notice of Violation (NOV) for violations of Idaho Code or the IDAPA Rules that are observed in the performance of their well inspection duties. The NOV shall follow the Department’s Well Drilling enforcement policy. The NOV shall identify the alleged violation(s) and specify each provision of the permit, rule, order, or statute that has been violated. The NOV shall state any demand to cease and desist and describe those remedies necessary to correct the violation(s). The NOV may provide a proposed agreed to civil penalty. The regional manager, bureau chief, or Groundwater Section Manager will sign the NOV. A memorandum shall be promptly prepared by the Water Resource Agent to document the alleged violation(s) supported by field notes, photos, and other evidence and a copy of this memorandum shall be placed in the driller’s and drilling company’s license file in the state office. A copy of the NOV will be mailed to the drilling firm and to the principle driller.

The driller can accept the violations, the proposed agreed civil penalty, and complete the corrective actions necessary to comply with the NOV by consenting to an order issued by the Department. The Water Resource Agent will follow-up with the driller and confirm that specific corrective actions where completed to assure compliance. If the driller does not agree with the alleged violations provided in the NOV and is unable to enter into a consent order at the compliance conference, the driller may request a hearing pursuant to IC 42-1701(3).

c. Cease and Desist Order (Administrative Action)

Persons determined to have drilled a well without a license, or without a valid drilling permit, or drilling with unidentified equipment, or construction of a well, failure to follow conditions of drilling permit, operation of a well that poses a threat to the ground water resource or public health, or other specific requirements of Idaho Code or Rules

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may be issued a Cease and Desist Order. The Cease and Desist Order may be issued verbally provided it is followed up in writing and need not be issued with a NOV or other written warning. If the action(s) that are the subject of the Cease and Desist Order continues, the offense will be considered a continuing violation, which the department may seek additional penalties of \$150 per day until violation and damage done as a result of violation are corrected or the department may seek injunctive relief through the courts as described in subsection "d" below. In the case of an

immediate threat to the ground water or public health with well construction or operation, the well driller and/or owner should be given no more than 24 hours from receipt of the Cease and Desist Order to completely stop all operations that do not clearly lead to correction of the damage and/or elimination of threat. The driller need not sign the Cease and Desist Order. The Department's Water Resource Agent will make an effort to advise the driller in person or by phone of the order, but the Cease and Desist Order posted in a conspicuous place at the construction site shall be deemed as served and received. A copy of the Cease and Desist Order will be provided to the drilling firm and the principal driller.

d. Cease and Desist Order (Civil Enforcement of Cease and Desist Order).

A temporary restraining order or preliminary injunction can be sought through Civil Action in District Court to stop the driller from causing irreparable injury to the ground water resources of the state.

e. Uniform Citation

In the case of a person drilling a well without a valid Idaho well driller's license, a regional agent specifically designated by the division administrator or director has the option to issue an Idaho Uniform citation, pursuant to Idaho Code Section 42-1701B. The Uniform Citation will be submitted to the district court in the county maintaining jurisdiction together with an investigation report prepared for the county prosecutor .

9. Compliance Conference Process

The driller has 14 days from the receipt of the F-NOV or NOV to request, in writing, that the regional manager hold a compliance conference. The regional manager will schedule the conference within 21 days of request unless both parties agree upon a later date. If the driller and regional manager come to an agreement during the compliance conference, they will enter into a consent order formalizing their agreement. The consent order will include corrective actions necessary to bring the well into compliance with the current standards, date when corrective actions must be completed, and details regarding payment of an agreed civil penalty to the Department. The agreement should also state how to avoid a repeat violation. Compliance with the consent order by the driller shall preclude the Department from seeking a penalty through a civil action for the alleged violation.

If the driller and regional manager are unable to reach an agreement during the compliance conference, the driller may request a hearing before the Director pursuant to IC 42-1701A.

If the compliance conference does not resolve the violation(s), the state office may initiate a civil enforcement action through the Idaho Attorney General to recover a civil penalty and may revoke the driller's license, or take other appropriate action as provided in 42-235 and 42-238, Idaho Code. The civil enforcement action may be commenced and prosecuted in the District Court with jurisdiction.

The recommended schedule of penalties to be sought by the Department through the F-NOV or NOV process is provided in section 7 of this policy. The schedule is intended to provide consistency throughout the state. The penalty amount may be reduced because of mitigating factors determined at the compliance conference or hearing. If the violation is serious or flagrant, the NOV may include a higher penalty if provided by law and coordinated with the Division Administrator.

10. Tracking enforcement actions

Informal enforcement action shall be tracked at the regional level. Regions will establish their own methods for tracking informal enforcement actions, for example, an enforcement database or memorandums to file. Copies of all formal enforcement actions shall be provided to the state office and a copy will be included in the driller's and drilling company's license file.

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11. Educating the regulated community

Knowledge of and compliance with the state of Idaho's statutes and regulations is the responsibility of those engaged in activities regulated by the laws of the state. The Department will conduct training regarding well construction rules, Idaho Code and Department policies at IGWA conferences and other conference opportunities. The regulated community will also be informed of changes in IDWR policies by mail and the Department's web site.

12. Training requirements

Water Resources enforcement staff are required to participate in formal enforcement training every two years. State office staff, including the Groundwater Section Manager, will coordinate this training. Water Resource personnel who recommend, review, or sign enforcement actions will attend this enforcement training.

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ADMINISTRATOR'S MEMORANDUM

Well Construction Memorandum No. 9

January 22, 2015

To: Ground Water Protection Staff – State and Regional Offices

From: Mat Weaver 

Re: Guidance regarding decommissioning of bore holes drilled for collecting soil or rock samples, determining geologic properties or mineral exploration.

Purpose: The memorandum provides Department policy regarding decommissioning of bore holes, including those which are exempt from permits.

Application: This guidance applies to drillers, contractors, companies, engineers, geologists and property owners (responsible parties) drilling bore holes for collecting soil or rock samples, determining geologic properties or mineral exploration.

The following policy regarding decommissioning of borings is to be implemented immediately.

1. The Idaho Well Construction Standards Rules (Rules), IDAPA 37.03.09, regulate drilling and well construction of water wells in Idaho. The Rules include requirements for decommissioning wells that do not meet construction standards, unused wells, wells that pose a threat to human health and safety, wells in violation of IDAPA 58.01.11 "Ground Water Quality Rule" and wells that have no valid water right.
2. The Rules require that borings drilled for collecting soil or rock samples, determining geologic properties and mineral exploration, including gravel pits, be decommissioned in accordance with the minimum standards. This includes holes less than 18 feet deep.
3. All bore holes must be completely filled with approved seal material to ground surface. Approved seal materials are defined in the Rules and consist of bentonite or neat cement.
4. Borings under pavement may place approved seal material to within 5 feet of ground surface to allow for proper bedding of pavement or compaction of fill material in the upper 5 feet.
5. Alternative decommissioning plans will be evaluated on a case by case basis by submitting a waiver and providing a detailed plan. The decommissioning plan and waiver request will be evaluated by the Department and either approved or denied.