STATE OF NEW MEXICO

ENERGY, MINERALS AND NATURAL RESOURCES DEPARTMENT

OIL CONSERVATION COMMISSION

IN THE MATTER OF THE HEARING CALLED BY THE OIL CONSERVATION COMMISSION FOR THE PURPOSE OF CONSIDERING:

CASE NO. 12,969

APPLICATION OF THE NEW MEXICO OIL

CONSERVATION DIVISION, THROUGH THE

ENVIRONMENTAL BUREAU CHIEF, FOR ADOPTION

OF A NEW RULE REGULATING PITS AND BELOW-)

GRADE TANKS; AMENDMENT OF 19.15.1.7 NMAC)

AND 19.15.5.313 NMAC; RESCISSION OF

19.15.1.18 NMAC, 19.5.3.105 NMAC AND

19.15.2.1 THROUGH 19.15.2.15 NMAC; AND

RESCISSION OF ORDERS R-3221, R-3221-A,

R-3221-B, R-3221-B-1, R-3221-C,

R-3221-D, R-7940, R-7940-A, R-7940-B,

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Oil Conservation Division 1220 S. St. Francis Drive Santa Fe, NM 87505

ORIGINAL

REPORTER'S TRANSCRIPT OF PROCEEDINGS COMMISSION HEARING

BEFORE: LORI WROTENBERY, CHAIRMAN JAMI BAILEY, COMMISSIONER ROBERT LEE, COMMISSIONER

R-7940-B(1) AND R-7940-C

December 11th, 2003 Santa Fe, New Mexico

This matter came on for hearing before the Oil Conservation Commission, LORI WROTENBERY, Chairman, on Thursday, December 11th, 2003, at the New Mexico Energy, Minerals and Natural Resources Department, 1220 South Saint Francis Drive, Room 102, Santa Fe, New Mexico, Steven T. Brenner, Certified Court Reporter No. 7 for the State of New Mexico.

INDEX

December 11th, 2003 Commission Hearing CASE NO. 12,969

	PAGE
EXHIBITS	3
APPEARANCES	3
ALSO PRESENT	4
Minutes of November 13th-14th, 2003, Commission Meeting	5
Discussion by Mr. Brooks of proposed language reflecting the Chairman's recommendations	7
REPORTER'S CERTIFICATE	48

EXHIBITS

Submissions by Commission, not offered or admitted:

Identified

Draft Order

6

Pit Rule - Substantive Changes from Division Draft

8

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APPEARANCES

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WHEREUPON, the following proceedings were had at 1 2 9:07 a.m.: CHAIRMAN WROTENBERY: Okay, we'll get started. 3 It's a little after 9:00 on December 11th, 2003. This is a 4 meeting of the Oil Conservation Commission. We're here in 5 Porter Hall in Santa Fe, New Mexico. All three 6 7 Commissioners are present. I'm Lori Wrotenbery, I serve as Chair of the 8 Commission. To my right is Commissioner Jami Bailey; she 9 10 represents Land Commissioner Patrick Lyons on the 11 To my left is Dr. Robert Lee who serves on the 12 Commission as an appointee of the Secretary of the Energy, Minerals and Natural Resources Department. 13 We also have Commission Counsel David Brooks, 14 Commission Secretary Florene Davidson, and Steve Brenner is 15 here to record the meeting for us. 16 We have two rulemaking proceedings on the agenda. 17 First we've got the minutes of the meeting of the 18 Commission held on November 13th and 14th, 2003. 19 20 Commissioners, have you had a chance to review those minutes? 21 22 Yes, I have, and I move we COMMISSIONER BAILEY: adopt them. 23 24 COMMISSIONER LEE: Second. 25 CHAIRMAN WROTENBERY: All in favor say aye.

COMMISSIONER BAILEY: Aye.

COMMISSIONER LEE: Aye.

CHAIRMAN WROTENBERY: Aye. And I'll sign those on behalf of the Commission.

* * *

CHAIRMAN WROTENBERY: And the first rulemaking proceeding we'll take up is Case 12,969. This is the Application of the New Mexico Oil Conservation Division, through the Environmental Bureau Chief, for adoption of a new rule regulating pits and below-grade tanks. This proceeding also involves the amendment or repeal of several other Commission Rules and Orders.

The Commission had a lengthy proceeding on this matter in November and took testimony and comments on the Division's proposal on November 13th and 14th.

Since then, we have received some additional comments. We kept the record open for additional written comments until December 2nd, and we did get some additional comments in that form.

Mr. Brooks has taken that information and reviewed the transcript and the other evidence presented at the hearing, as well as the comments received before the hearing, and has summarized that information in the form of a draft order.

1	We do have a draft order in front of you this
2	morning, and what this represents is basically my
3	recommendation about how we respond to the comments that we
4	received on the proposal.
5	Mr. Brooks, I think you were prepared to
6	highlight for us the major
7	MR. BROOKS: Yes.
8	CHAIRMAN WROTENBERY: changes we're talking
9	about making to the Division's proposal
10	MR. BROOKS: That's correct.
11	CHAIRMAN WROTENBERY: based on the testimony
12	and the comments?
13	MR. BROOKS: I have here copies of proposed
14	language of the Rules and amendments that reflect the
15	Chairman's recommendations, if anyone wants copies.
16	Dr. Lee, I believe you Do you have copies? I
17	know Commissioner Bailey, I believe, has copies,
18	correct?
19	COMMISSIONER LEE: Thank you.
20	MR. BROOKS: And if anyone else wants copies of
21	these documents
22	CHAIRMAN WROTENBERY: I do.
23	MR. BROOKS: Oh, you need a copy. All right.
24	CHAIRMAN WROTENBERY: Thank you.
25	MR. BROOKS: You have the original, but you don't

mark on mine until we --1 CHAIRMAN WROTENBERY: 2 Yes. 3 MR. BROOKS: -- get ready for the final markup. 4 Okay, I also have a summary sheet which I should 5 have handed to you at the same time. This is a list, just 6 my summary of the principal substantive revisions. 7 caution people not to put too much weight on the summary of 8 substantive revisions, because what is substantive versus what is a technical revision can be a matter of judgment, 9 and you might find something that was of interest to you 10 that wasn't -- that I didn't think was substantive. 11 12 But I will begin by going through the substantive 13 revisions, and this was the Chairman's suggestion, I believe, that I go through the substantive revisions and 14 15 ask if anyone wanted -- or any of the Commissioners wanted 16 to comment on those? Is that --17 CHAIRMAN WROTENBERY: Or have any discussion on any of them. 18 19 MR. BROOKS: Yeah. 20 CHAIRMAN WROTENBERY: Yeah. 21 MR. BROOKS: And then at the end of that, then 22 anything else that any Commissioner wants to raise will be 23 up to the members of the Commission. 24 But the first item that has been changed from the

Division's recommendation is in subparagraph C.2.(a) of the

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Rule, which deals with location of pits. The Rule as recommended by the Division prohibited pits in lakebeds, sinkholes or playa lakes or watercourses, and -- however, it had an exception for drilling and workover pits.

The proposal of the Chairman is that the Division's recommendation be adopted but the exception for drilling and workover pits be deleted in that context.

CHAIRMAN WROTENBERY: And we did receive at least a couple of comments on this particular point.

MR. BROOKS: Yes, several of the landowner witnesses and commenters have requested that change. Some other commenters have requested that the prohibited areas be expanded to include some additional areas, in addition to the watercourses, lakebeds, sinkholes and playa lakes.

CHAIRMAN WROTENBERY: Any question or comment?

COMMISSIONER BAILEY: Comment.

CHAIRMAN WROTENBERY: Okay.

COMMISSIONER BAILEY: As you know, I was trying to include wellhead protection areas as part of the list of prohibited locations, and I thought maybe I should just explain today where I was coming from on that.

As some of you may or may not know, a long time ago I worked with the OCD Environmental Bureau, and one of the last assignments that I had before I left was a request to go investigate a water well that had gone bad up near

And we got up there, and it was a very old Lindrith. retired couple who had retired to this beautiful area in Lindrith, and the previous week their well pumphouse had blown up. And the problem was that the local coalbed methane operator had drilled a well really close to their water well, and methane was showing up in this old folks' water well.

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Now, this case has nothing to do with contamination of water wells through natural gas frac'ing or anything like that. I understand that. But it just brought home to me that there were no protective measures for those old folks who wanted their water and who had been there before the company had come in and drilled and obviously had frac'd the thunder out of that coalbed methane well.

So I was really proud when we did the vulnerable area orders. I was very glad to put my name on those orders, showing that there was importance given to water wells up in the northwest.

And now we have this opportunity, which has nothing to do -- I know that -- with frac'ing wells or drilling locations, but which does recognize that we put a great deal of importance on people's drinking-water wells, which in my mind counts more than playa lakes or sinkholes. But I understand that this proceeding may not have gone far

enough to be able to put that prohibition for pits within certain distances of water wells. So I'm glad to see at least we have it listed as an area that the OCD could require additional protective measures.

CHAIRMAN WROTENBERY: Yeah, I appreciate those comments on this particular issue, and I agree with you that we need to take a very close look anytime that we've got a proposal to put a pit into an area that's close to a water well.

What I am recommending here is that we treat the wellhead protection areas like the Division proposed to treat groundwater-sensitive areas, or other groundwater-sensitive areas -- I would consider maybe a wellhead protection area to be a groundwater-sensitive area -- and clarify that the Division may require additional protective measures and ask the Division -- direct the Division to take a very close look at proposals --

COMMISSIONER BAILEY: I think that's important.

CHAIRMAN WROTENBERY: -- in those circumstances and consider particularly, you know, the liner requirements in that area and then also, more specifically, the closure requirements.

COMMISSIONER BAILEY: Which is the key, I do agree, that closure has to be raised in importance in those particular areas.

CHAIRMAN WROTENBERY: Okay, thank you.

MR. BROOKS: The second change was the one that has already been mentioned in connection with this discussion. That was that the provision of subparagraph C.2.(a) that authorizes the Division to require additional protective measures in groundwater-sensitive areas was amended to add, "and wellhead protection areas".

The groundwater-sensitive areas definition was very general, and it was not clear whether it included any wellhead protection concept or not, but -- and it was thought that it ought to make clear that wellhead-protection areas were analogous to groundwater-sensitive areas and that the Division should look at them and determine if specific protections were warranted, and this was in accordance with the recommendations of several of the surface-owner witnesses and commenters.

The third substantive provision was one that occupied a significant part of the testimony at the hearing. Subparagraph C.2.(e) dealing with discharge into pits and -- well, no, this was not in subparagraph C.2.(f), only in subparagraph C.2.(e).

The Rule as proposed by the Division prohibited discharge into a pit of liquids containing two-tenths percent hydrocarbons or more. The testimony offered at the hearing indicated that this level was not practical to

measure, and there was an absence of testimony indicating a scientific or empirical basis for that particular criterion, and accordingly the Chairman's recommendation was that we substitute language prohibiting -- stating that no visible -- no measurable or visible layer of oil may be allowed to accumulate or remain anywhere on the surface of any pit, be substituted for the two-tenths-percent hydrocarbon rule, which would be deleted.

Any discussion on that?

CHAIRMAN WROTENBERY: I don't hear any

MR. BROOKS: Okay, number 4 relates to subparagraph C.2.(f). Subparagraph C.2.(f) deals with fencing and netting of pits, and there are two substantive changes, one dealing with fencing and one dealing with netting. As recommended by the Division, C.2.(f) would have required fencing to prevent access by livestock or wildlife.

There was considerable discussion at the hearing as to what was required to prevent access by wildlife, and without there being a definitive resolution as to exactly what the Division thought was appropriate, the Commission — or rather, the Chairman has determined to recommend to the Commission that livestock be deleted from that, because it wasn't clear what measures would be taken or when they would be required with regard to livestock —

CHAIRMAN WROTENBERY: Wildlife.

MR. BROOKS: -- with regard to wildlife, I'm sorry. Be sure I'm stating myself correctly here. -- and that instead of requiring fencing to prevent access by wildlife that we add a new provision stating that permit conditions may be imposed to protect wildlife in particular circumstances, in particular areas.

CHAIRMAN WROTENBERY: The testimony was that the Division did not intend to require deer fencing, for instance, in every circumstance, and there was a fairly lengthy discussion about what the Division intended would be required in the typical case, and it appeared to be the livestock-type fencing that was envisioned there for the majority of the cases. But Mr. Anderson pointed out that there may be some areas where you have a concern about other types of wildlife, and this provision would enable the Division to consult with the Fish and Game Department or others who are interested in this area and require some additional measures in particular cases.

CHAIRMAN WROTENBERY: The next substantive revision, number 5 on list, deals with netting. Again, this was the subject of considerable testimony and discussion at the hearing. The Commission, after the hearing, was somewhat uncertain, I believe, as to exactly what the Division's recommendation was with regard to

netting of drilling and workover pits.

The Chairman's recommendation on this is that the Rule be kept as it is at present, or in substance the same as existing Rule 105, that — to the effect that drilling and workover pits are exempt from the netting requirement during operations, and that at the conclusion of operations there may be a fairly long period of time because the Rule allows six months for closure, but during that period of time they remain exempt only if they're kept free of oil. And that is basically our understanding of what the Rule now requires, and it would be what would be required in the Chairman's recommendation for this Rule.

CHAIRMAN WROTENBERY: Also, that Rule has been in place for 10 years or more at this point, and I'm not aware that we've had significant problems, any -- I'm not aware of an problems, actually, associated with drilling and workover pits in this regard.

MR. BROOKS: Okay. The next requirement, C.6, we're going back to the area of wellhead-protection area. The wellhead-protection area, as it exists under the existing Order 7940-C is in the northwest, an area in which unlined pits are prohibited. The area as defined by Order 7940-C is a thousand feet around public wells and 200 feet around private wells.

Now, there's a history to that, in that Order

7940-B originally defined the wellhead-protection area as a thousand feet around any well. On rehearing, the Commission withdrew Order 7940-B and issued Order 7940-C, which limited it to 200 feet around private wells.

The exhibits introduced while the Division proposed reverting to the 7940-B definition that would have been a thousand feet around any well, the exhibits introduced in evidence made it clear that the Division was aware of that distinction and did in fact want to go back to that larger definition. However, no evidence on the issue was introduced other than merely the statement that that was the way it had been. There was no evidence supporting the larger area introduced at hearing, and the Commission apparently heard considerable evidence on the subject at the time they adopted Order 7940-C.

Accordingly, the Chairman is recommending that the definition be kept in accordance with Order 7940-C.

I will add -- Okay, I'm sorry.

that a change in the definition of wellhead protection area would have effects beyond this particular rulemaking proceeding. For instance, we use that definition in the context of guidelines for cleanup and in determining what the standards will be for cleanup. And I don't believe we've fully considered what the effects would be on that

particular process of this change. 1 COMMISSIONER BAILEY: Could we just have some 2 clarification that over here in C.2 the wellhead-protection 3 area that's referenced in paragraph 2.(a) --4 CHAIRMAN WROTENBERY: Uh-huh. 5 COMMISSIONER BAILEY: -- does apply statewide? 6 The wellhead-protection area mentioned here in -- what is 7 this? G- --8 CHAIRMAN WROTENBERY: --2, G.3 9 COMMISSIONER BAILEY: -- -3 applies only to the 10 northwest. 11 CHAIRMAN WROTENBERY: Yes. 12 MR. BROOKS: That is correct. Do you believe 13 that the language really needs to be changed to clarify 14 15 that? 16 COMMISSIONER BAILEY: Well, I just want to be 17 sure I'm reading it correctly, that C.2.(a) does apply statewide, and this second mention of wellhead-protection 18 19 area is applicable to the northwest. That is correct, that is our 20 MR. BROOKS: 21 understanding of the situation, because in C.2.(g), 22 C.2.(g).(iii) has two sets of categories: those areas in the southeast that are defined by township, range and 23 section, and then the next portion of it starts with that 24 25 area within San Juan, Rio Arriba, Sandoval and McKinley

Counties, and that is where the language about wellhead protection area occurs, in that subparagraph, and consequently it applies only within the areas of San Juan, Rio Arriba, Sandoval and McKinley Counties, whereas the definition of wellhead protection area is not limited to any specific portion of the State.

So when the word is used without any qualification, as it is in C.2.(a), it would be, I believe, applicable in all areas of the state.

COMMISSIONER BAILEY: So all pits will be lined within wellhead protection areas, no matter where it's located?

MR. BROOKS: Well, unless they are located in the defined sections, townships and ranges in the southeast that are identified in the first paragraph -- or the second grammatical paragraph, I guess it is, that lists the specific legal descriptions in C.2.(iii). Since the wellhead-protection area -- in C.2.(g).(iii).

Since the wellhead-protection area provision of C.2.(g).(iii) is specifically tied to San Juan, Rio Arriba, Sandoval and McKinley Counties, then there would not be a liner requirement by virtue of it being a wellhead-protection area except in those counties. There would be a liner requirement, however, by virtue of the general requirement at the beginning of C.2.(g), C.2.(g).(i),

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unless it's taken out of that by the specific-legal-
 1
     description provision of C.2.(g).(iii).
 2
               CHAIRMAN WROTENBERY: David, I'm not sure I
 3
     followed that one. Can we back up just a minute and --
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 5
     What was your question again? I'm sorry. I tried to
 6
     listen, I just didn't make it.
               COMMISSIONER BAILEY:
                                     The question is, are we
 7
     assured that all groundwater-protection areas, those areas
 8
     that surround water wells, wellhead-protection areas, are
 9
10
     lined, no matter where they're located?
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               MR. BROOKS:
                            I believe the answer to that is no,
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     because if they are located --
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               CHAIRMAN WROTENBERY: I was going to say yes, so
14
     let's talk about this.
15
               MR. BROOKS: -- if they are located in the list
16
     of townships and ranges specifically set forth in
17
     C.2.(g).(iii) --
18
               CHAIRMAN WROTENBERY: Oh, I see what you're
19
     saying.
20
               MR. BROOKS: -- and I believe that would not be
21
     the case. I don't know if there are any wells --
22
               CHAIRMAN WROTENBERY:
                                     No.
23
               MR. BROOKS: -- in those areas or not.
24
               CHAIRMAN WROTENBERY: Well, it's not just that
25
     they're in those townships --
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MR. BROOKS: Townships, ranges and sections.

CHAIRMAN WROTENBERY: -- it's if they have -- if they have --

MR. BROOKS: Well, the Division still has -there is still this first sentence, "Unlined pits shall be
allowed...provided that the operator has submitted, and the
Division has approved, an application for permit as
provided in...19.15.2..." So a permit is still required,
but the pit may be unlined if it's in one of those defined
areas.

CHAIRMAN WROTENBERY: And these are areas where the Division has previously reviewed the groundwater situation --

MR. BROOKS: Right.

CHAIRMAN WROTENBERY: -- is the way I understand it, and has determined that there is not groundwater to be protected, or if there is, there is not a concern about a threat to that groundwater.

MR. BROOKS: That issue was apparently considered at great length by the Commission in the 3221 series of orders, that -- this area is defined in Order 3221-C. I think it was originally defined in Order 3221. I don't remember the exact contents of those orders. I have them here. But in any event, that list of legal descriptions is taken from that area --

CHAIRMAN WROTENBERY: Uh-huh.

MR. BROOKS: -- from those orders, and it was apparently given considerable study by the Commission at that time. Actually, Order 3221 originally prohibited unlined pits in all areas of the southeast. This list of exceptions originated in Order 3221-B that was issued by the Commission on July 25th, 1968, and it was carried forward in Order 3221-C, which was issued on September 10th, 1968.

CHAIRMAN WROTENBERY: Well, I suppose we could make doubly sure that there's not a wellhead-protection area in those sections --

MR. BROOKS: Well, I have no idea -CHAIRMAN WROTENBERY: -- by --

MR. BROOKS: -- whether there is or not. I have not reviewed the record of those proceedings, only the orders and the determinations the Commission made, but --

-- and I didn't word it well -- is that we could add a provision to this list of sections similar to what -- to the wording that appears in the paragraph concerning the northwest counties, that you don't have to have a liner in these sections, provided that you're not in a wellhead protection area.

I mean, I believe the Commission has already

looked at these areas and determined that there's not a 1 groundwater-protection issue. But just to make doubly 2 3 certain, since none of us here have that information at hand at the moment --4 COMMISSIONER BAILEY: And there have been wells 5 drilled within the last 40 years. 6 CHAIRMAN WROTENBERY: Uh-huh. 7 MR. BROOKS: There's no evidence on that subject 8 9 in this record. 10 CHAIRMAN WROTENBERY: Uh-huh. But we could make 11 doubly certain --MR. BROOKS: Absolutely. 12 13 CHAIRMAN WROTENBERY: -- by just adding after 14 Sections 1 through 19 there at the end of that first 15 paragraph in (g).(iii) a clause that says provided that the 16 pit site is not located in a wellhead-protection area. 17 COMMISSIONER BAILEY: Or you could just take that 18 "provided" --19 CHAIRMAN WROTENBERY: Or --20 COMMISSIONER BAILEY: -- and put it at the 21 beginning of (iii) and have it apply to everything after 22 that. 23 That's true, you could put it in the MR. BROOKS: first sentence. 24 25 CHAIRMAN WROTENBERY: That's true.

Might be the --COMMISSIONER BAILEY: 1 Can you do some CHAIRMAN WROTENBERY: Uh-huh. 2 3 quick drafting, David --MR. BROOKS: Yes. 4 CHAIRMAN WROTENBERY: -- tell us what you 5 recommend? 6 Okay, C.2, clause 7 MR. BROOKS: C.2.(q).(iii), the first sentence presently reads, "Unlined 8 pits shall be allowed in the following areas provided that 9 the operator has submitted, and the Division has approved, 10 11 an application for permit as provided in Subsection 53 of 19.15.2 NMAC." Now that needs, of course -- that reference 12 is going to have to be reworded. But since it will depend 13 on the requirements of the Commission on Public Records, 14 that will be a technical correction that can be made after 15 16 the Rule is adopted. 17 What we propose to deal with this situation is that after NMAC we add, "; provided that the pit is not 18 located in a wellhead-protection area." 19 COMMISSIONER BAILEY: Okay --20 (Off the record) 21 MR. BROOKS: Okay, Commissioner Bailey is 22 23 suggesting that it read "is not located in water-bearing alluvium or within a wellhead-protection area." "Or within 24 25 a wellhead-protection area." And then put the colon after

that, after "area". 1 Then, going over to the next page of the exhibit, 2 the -- what I would characterize as the third grammatical 3 paragraph of clause C.2.(q).(iii), the language, "provided 4 that the pit site is not located in water-bearing alluvium 5 or within a wellhead-protection area" would then be deleted 6 7 because it would be duplicative of what we put in the first 8 sentence of that clause. 9 COMMISSIONER BAILEY: Do you want to put in 10 "fresh water"? 11 MR. BROOKS: In what context? 12 COMMISSIONER BAILEY: In the context that the pit 13 is not located in freshwater-bearing alluvium? 14 MR. BROOKS: Is that what this says? That's not 15 what the current -- says, but that's fine if that's what 16 the Commission wants. I think ---17 COMMISSIONER BAILEY: Just so there's no confusion that we're trying to protect water that has such 18 19 a high TDS that it's not considered freshwater protectible 20 anyway. 21 CHAIRMAN WROTENBERY: Of course, my only 22 hesitation there is, the freshwater language was not in 23 the --24 COMMISSIONER BAILEY: Right, it was just a 25 strikeoff.

Uh-huh. I know in our CHAIRMAN WROTENBERY: 1 definition of alluvium we defined alluvium as usually 2 containing freshwater, so we do have --3 COMMISSIONER BAILEY: Okay. 4 CHAIRMAN WROTENBERY: -- we --5 MR. BROOKS: Yeah --6 CHAIRMAN WROTENBERY: But I'm not sure that's a 7 limiting --8 MR. BROOKS: -- generally carries fresh water. 9 CHAIRMAN WROTENBERY: -- generally carries -- I'm 10 11 not sure that's a limiting phrase, though. It's just a 12 little bit of extra information. So perhaps, yes, that 13 would be a good addition, freshwater-bearing alluvium. And we did in the definition of wellhead-14 protection area, I believe, include the concept that it is 15 16 freshwater wells and freshwater springs that we're 17 protecting --18 I believe we did, but I'll check. MR. BROOKS: 19 That would be consistent. CHAIRMAN WROTENBERY: 20 MR. BROOKS: Freshwater well or spring. 21 CHAIRMAN WROTENBERY: Uh-huh. 22 MR. BROOKS: Let me note for the record at this 23 point that I made a mistake here on the definition of 24 wellhead-protection area. The current definition 25 incorporates a provision that -- The definition recommended

by the Division includes a sentence that says wellhead protection areas shall not include areas -- it shall not include groundwater wells drilled after an existing oil or natural gas storage treatment or disposal site was established.

In the process of modifying the definition, I deleted that language. It was not my intention, is my understanding --

CHAIRMAN WROTENBERY: Delete it.

MR. BROOKS: -- madame Chairman, that it was not your intention to delete that language, and that was an inadvertent error in the draft, and that will need to be corrected before we adopt the Rule.

CHAIRMAN WROTENBERY: Okay. So what we've decided to do is, at the very beginning of (g).(iii) we'll add a "provided that" clause that covers pit sites that are located in freshwater-bearing alluvium or within a wellhead-protection area, and it clarifies that those pits will need to be lined.

MR. BROOKS: Right, even if they are in the invulnerable area of the southeast.

CHAIRMAN WROTENBERY: Okay. And then in the paragraph that addresses the four counties of the northwest, we will still have a "provided that" clause, but it will address whether groundwater is present and, if so,

whether it will be adversely affected. 1 2 MR. BROOKS: Right. CHAIRMAN WROTENBERY: That part of the "provided 3 that" clause will remain --4 MR. BROOKS: That's right. 5 CHAIRMAN WROTENBERY: -- in that paragraph. 6 7 Okay. Sounds good. 8 MR. BROOKS: Okay. The next substantive change, 9 C.4, the definition of sump, the maximum size of sump is 10 raised from 110 gallons to 500 gallons in the Chairman's recommendation. 11 CHAIRMAN WROTENBERY: And that's my 12 13 recommendation based on what's done in at least one other 14 state that I'm aware of, and their exclusion for small 15 sumps, and I will note that we've done some calculations, and that's basically about a four-foot-by-four-foot-by-16 17 four-foot-size container, is what we're talking about. So we're not talking about a large sump, even then. 18 19 And I think that will allow operators the 20 flexibility to install these containment devices -- they 21 really are pollution-prevention devices. So we don't want 22 to discourage them from installing these devices by adding 23 extra requirements. 24 We have at the same time clarified that they do

need to test these sumps for integrity on an annual basis

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and if they can't actually lift the container out of the ground and check it for holes visually, they'll need to use some sort of accepted mechanical test.

MR. BROOKS: That is correct, and that's one of those things that was on the borderline between a substantive change and a technical change, and I did not list it. I probably should. The Division's proposal had merely said that sumps would be tested annually for integrity. There was proposed language -- NMOGA/IPANM proposal was that it say by visual or other means.

The proposed -- Chairman's proposal is that it says, essentially, in substance, that visual means are acceptable if the sump can be removed from its emplacement. If it cannot be, then it needs to be tested by mechanical means.

The next substantive definition deals with the definition of emergency pits, in paragraph D.5. And the concept in paragraph D.5 was emergency pits that required a permit and also required secondary containment and double lining, et cetera.

The proposal was that pits required or under the SPCC program could be excluded. The Division filed a post-hearing comment in which they joined in that recommendation with two conditions, one being that the SPCC plan actually be filed with the EPA, and the other that notification be

given to the Division.

The Chairman's recommendation is along the lines of the Division's post-hearing recommendation, however because it's our understanding that the EPA does not actually require that SPCC plans be filed with EPA, the SPCC pits are excluded from our requirements as long as they are part of a plan that is required by EPA and that a notice is filed with the Division.

The next substantive change, Number 9 on my list, is -- and this one is marginal between substantive and technical, because this is in accordance with Roger Anderson's testimony at the hearing as to what was intended. The Division's proposal said in appropriate cases a closure plan will be required. Mr. Anderson testified, I believe, that what he had in mind was that if it was an appropriate case, that requirement would be included in the permit. And therefore we -- the Chairman recommends that the provision be modified to expressly say that that requirement should be in the permit.

CHAIRMAN WROTENBERY: I believe, Commissioner Bailey, you had clarified that point on the record, so...

MR. BROOKS: Paragraph 10, the final one on my list, there was a lot of confusion, or there was some confusion, as to the burden of proof where an exemption was requested.

It was never, I believe, the Division's intention that it should be otherwise than on the operator, but because the burden to request a hearing was put on the notified parties, some of the commenters indicated that they believed the burden of proof was on someone who objected to an exemption, and we proposed modified language to provide that a party requesting -- an operator requesting an exemption would have the burden to prove the basis for that exemption.

I would add that this does not go so far as some of the commenters recommended. Some of the commenters had recommended that we require that the operator show a necessity for the exemption. My understanding -- Although that was never clarified, my understanding was that a necessity probably meant something more than merely that the exemption would not jeopardize groundwater, public health or the environment, which is the standard in the Commission's draft.

Our understanding of the way we have reworded it, the Chairman and myself, since this is the Chairman's recommendation, is that the burden of proof be imposed on the operator but that the operator only need to show that the exemption meets the standard set forth in the Rule.

There are a number of changes that are technical in nature, some of them as little -- as minor as changing

fresh waters to fresh water, and so forth. The 1 Commissioners were each provided with a copy of the 2 Chairman's recommendation yesterday, so those were matters 3 that the Chairman had asked me to bring specifically to the 4 Commission's attention in this session. 5 CHAIRMAN WROTENBERY: Thank you, Mr. Brooks. 6 I did want to go back to the unlined pit issue in 7 8 the special areas --9 MR. BROOKS: Okay. CHAIRMAN WROTENBERY: -- because I just noticed 10 that the third category of area where the proposed Rule 11 allowed unlined pits was any area where the discharge into 12 the pit meets New Mexico Water Quality Control Commission 13 groundwater standards. 14 15 Do we want to put that same, you know, limitation 16 about what protection areas in that circumstance as well? 17 MR. BROOKS: That would be the effect, I believe, of the change, to do that. 18 COMMISSIONER BAILEY: It wouldn't hurt to go 19 20 ahead and have it, because of the additional contaminants that may be hidden. 21 22 CHAIRMAN WROTENBERY: And then we could just take 23 a look at it and --24 COMMISSIONER BAILEY: Yeah. 25 CHAIRMAN WROTENBERY: -- and there may be a

circumstance where the exception is appropriate.

COMMISSIONER BAILEY: I think that would be a good way to do it.

CHAIRMAN WROTENBERY: Okay. I'm thinking of the one example that came up during the hearing, was the example that the OXY representative made concerning the Bravo Dome area and the pits that they used in that area. And at least his testimony was that that was high quality water going into those pits. They worked very closely with our District Supervisor and had no environmental concerns about that practice, but in that case that would be a circumstance where they would qualify for an exception to the Rule, I suppose, if it's all lined out the way he indicated.

MR. BROOKS: Well, if the Commission wanted to make that limitation applicable to only the vulnerable areas and not to pits that were freshwater discharge pits, that could easily be done from a drafting standpoint by making the last grammatical paragraph of C.2.(g).(iii) C.2.(g).(iv), so that the introductory sentence of C.2.(g).(iii) as we've reworded it would not apply thereto.

COMMISSIONER BAILEY: We're thinking primarily of produced water. But now it can't forget the drilling fluids that are going to be going into these pits, the frac fluids that go into the pits. I think those types of

1	discharges need to have liners, even within areas where the
2	produced water meets the water quality, groundwater
3	standards. Is that still questionable whether or not the
4	drilling fluids or the frac fluids would
5	CHAIRMAN WROTENBERY: have other constituents
6	that are not
7	COMMISSIONER BAILEY: have other constituents
8	that
9	CHAIRMAN WROTENBERY: addressed by the
10	standards
11	COMMISSIONER BAILEY: Exactly, that may or may
12	not impact the freshwater wells within 200 feet.
13	CHAIRMAN WROTENBERY: Yeah, I'm fine with that.
14	This requires that we take a closer look at each one of
15	those, that's fine.
16	MR. BROOKS: Very good. Are there any other
17	matters, then, that any of the Commissioners wish to
18	discuss?
19	CHAIRMAN WROTENBERY: Anything in the Rule? What
20	about the Order? Are there any questions about the
21	provisions of the draft order, which I realize you didn't
22	get the final version of until last night.
23	COMMISSIONER BAILEY: Well, I talked to David
24	about a couple of confusing areas or mislabeled areas.
25	MR. BROOKS: The changes that you have requested,

I believe, have been made. I have not checked your draft, 1 your final draft. One was on page 5 and one was on page 2 3 20, as I recall. CHAIRMAN WROTENBERY: Okay, it appears you had a 4 question in paragraph (iv). Here's the latest version of 5 paragraph (iv). Did that --6 7 COMMISSIONER BAILEY: Okay. See, part of my 8 confusion this morning was not being able to tell which is 9 Exhibit A, which is Exhibit B and which is Exhibit C. CHAIRMAN WROTENBERY: Oh, have we taken care of 10 that? 11 MR. BROOKS: Well, I hope so. 12 I haven't checked 13 all the references. The one reference that Commissioner 14 Bailey pointed out to me this morning on page 20, where 15 they were reversed --CHAIRMAN WROTENBERY: Uh-huh. 16 17 MR. BROOKS: -- was correct. CHAIRMAN WROTENBERY: You did correct that? 18 19 MR. BROOKS: The intention is that Exhibit A is 20 new Rule 313, as it will read after the amendments. 21 Exhibit B is new Rule 7, which is the 22 comprehensive definitions as they will read after the 23 amendment. Exhibit C is the new pit rule, however it may end 24 25 up being numbered.

1	COMMISSIONER BAILEY: Did the problem with
2	paragraphs 63, 64, get noticed?
3	CHAIRMAN WROTENBERY: This stray 64 here?
4	COMMISSIONER BAILEY: Yes.
5	CHAIRMAN WROTENBERY: Okay. There is in the
6	current draft just a stray number in the middle of the
7	paragraph, so we'll strike that.
8	COMMISSIONER BAILEY: Need to just hit the
9	"enter" there, because that becomes
10	CHAIRMAN WROTENBERY: Oh, I see, I see, it's
11	not
12	MR. BROOKS: The next paragraph 65 then?
13	CHAIRMAN WROTENBERY: We just didn't have a
14	return, is what it is. That's
15	MR. BROOKS: Well, yeah, but is there a
16	duplication of numbers?
17	CHAIRMAN WROTENBERY: No, there's not.
18	MR. BROOKS: Okay. I did not use Mr. Gates's
19	automatic numbering system because it always throws the
20	format. So not using it, sometimes the number sequence is
21	not right.
22	CHAIRMAN WROTENBERY: Did you spot any other
23	problems?
24	COMMISSIONER BAILEY: Those were the only type
25	of Should we review it one more time to see if the

1	discussions that we've had this morning
2	CHAIRMAN WROTENBERY: What
3	COMMISSIONER BAILEY: are reflected in
4	CHAIRMAN WROTENBERY: What I was going to suggest
5	is, we maybe move on to the other rulemaking, hear the
6	testimony there, and then break for a few minutes. I
7	believe we just talked about one change
8	MR. BROOKS: I believe that's so, and we probably
9	do
10	CHAIRMAN WROTENBERY: to
11	MR. BROOKS: need to put something in the
12	order to reflect
13	CHAIRMAN WROTENBERY: to the Rule
14	MR. BROOKS: that change.
15	CHAIRMAN WROTENBERY: but I believe, having
16	witnessed how quickly he worked on this order since the
17	comment period closed, that Mr. Brooks could probably make
18	that change within a matter of about 15 minutes or so
19	today.
20	COMMISSIONER BAILEY: We have full confidence in
21	you.
22	CHAIRMAN WROTENBERY: So
23	MR. BROOKS: You have not yet approved my Or I
24	have not yet been submitted my request for compensatory
25	time for the work I've put in on this case.

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CHAIRMAN WROTENBERY:
                                     So anyway, we will ask Mr.
 1
     Brooks, after we take up the next matter and complete it,
 2
     if he will go upstairs and make these final changes and
 3
 4
     corrections --
 5
               MR. BROOKS:
                            I will --
               CHAIRMAN WROTENBERY: -- to the Order and Rule,
 6
 7
     and then we can take final action, I hope, this morning on
 8
     it.
 9
               COMMISSIONER BAILEY:
                                     That would be great.
10
               CHAIRMAN WROTENBERY:
                                     Great. Anything else on
11
     the pit rules, then, this morning?
12
               COMMISSIONER BAILEY:
                                     Not from me.
               CHAIRMAN WROTENBERY: Okay.
13
                                            Then I'm going to
     ask for just a five-minute break, then we'll come back and
14
     get started on the other rulemaking proceeding. Thank you.
15
16
               (Thereupon, a recess was taken at 10:00 a.m.)
17
               (The following proceedings had at 10:15 a.m.)
               CHAIRMAN WROTENBERY: Okay, we'll go back on the
18
19
     record.
              Everybody's back in the room.
20
               During the break we had one other question come
21
     up on the changes to the pit rule proposal. And Mr.
22
     Brooks, if you'd like to explain that issue?
23
               MR. BROOKS: Okay.
                                   In paragraph -- or
24
     subparagraph C.2.(f), the language that has given us
25
     probably as much trouble as anything in this whole rule is
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defining the circumstances in which a pit, a drilling or workover pit, is exempt from the netting requirements.

The language that is in the current proposal reads as follows: "Drilling and workover pits are exempt from the netting requirement during drilling or workover operations, provided that immediately after cessation of these operations such pits shall have any visible or measurable layer of oil removed from the surface."

The present Rule 105, which we are repealing, reads, "To protect migratory birds, pits used for drilling, completion, blowdown, workover or an emergency, immediately after cessation of the activity must have oil removed from their surface or be screened, netted or covered."

Now our intention, I believe, or the Chairman's intention in these recommendations, and the reason it got where it — the language got where it was, if you read Rule 105 as it currently exists, during the period of time that operations are in progress drilling or workover pits are not required to be netted and are not required to be necessarily kept free of oil at all times. After drilling or workover operations have concluded, then the pit is not required to be netted if it is kept free of oil. The "or" would say that it is not required to be kept free of oil if it is netted. That's under the existing Rule.

I believe the Chairman's intention was to make no

change in the netting requirements but to make clear in accordance with another rule -- Rule 310 was it? Did you find out?

CHAIRMAN WROTENBERY: Yes.

MR. BROOKS: -- that the pit should be kept free of oil regardless of whether it's netted or not, after the conclusion of operations.

CHAIRMAN WROTENBERY: We had some discussion about that particular Rule during the hearing, and Mr. Anderson read the Rule into the record. And I don't have the Rule itself in front of me, but what the record says is that the Rule reads, "Oil shall not be stored or retained in earthen reservoirs or in open receptacles."

MR. BROOKS: Okay, the intention, I believe, in the Chairman's recommendation is that during operations the pit -- a drilling or workover pit need not be netted, and it -- not necessarily at all times be kept free of oil, because it would be circulating fluid through, but after the conclusion of operations, then it should be -- it should be kept free of oil, but it still does not have to be netted.

Of course, the reason that we think it does not have to be netted is that if it's kept free of oil it should not present a hazard to birds. But as I understand the Chairman's intention, is that there be no suggestion

that it does not have to be kept free of oil if it is 1 netted, and does have to be kept free of oil regardless of 2 whether it's netted or not. Does that make -- Is that my 3 understanding of what you intended --4 5 CHAIRMAN WROTENBERY: Well, that was my thinking, 6 yes, that --7 MR. BROOKS: Okay. 8 CHAIRMAN WROTENBERY: -- after the cessation of 9 operations, if there is a layer of oil it should be 10 removed. 11 MR. BROOKS: Okay. My suggestion, then, would be 12 that the sentence should be reworded to say "drilling and 13 workover pits are exempt from the netting requirement", 14 period. Then delete the words, "during drilling or 15 workover operations, provided that... and start a new 16 sentence, capitalize "immediately": "Immediately after 17 cessation of these operations such pits shall have any 18 visible or measurable layer of oil removed from the 19 surface." 20 COMMISSIONER BAILEY: And those pits are going to 21 be closed within six months anyway. 22 CHAIRMAN WROTENBERY: 23 MR. BROOKS: Correct. 24 COMMISSIONER BAILEY: I have no problem with 25 that.

Okay. MR. BROOKS: 1 CHAIRMAN WROTENBERY: Thank you for the 2 3 clarification. And so you will make that change --4 MR. BROOKS: I will make that change, yes. 5 CHAIRMAN WROTENBERY: -- as well as the change to 6 the unlined pit provisions of the Rule. And then we will take final action once we've had those changes 7 incorporated. 8 9 Okay, now let me move us to Case 13,187. 10 (Off the record at 10:21 a.m.) (The following proceedings had at 11:05 a.m.:) 11 12 CHAIRMAN WROTENBERY: We will take just a short break so we can make the changes to the pit proposal that 13 we have already discussed. 14 MR. BROOKS: I trust I will have the invaluable 15 16 assistance of Ms. Davidson in doing that. 17 COMMISSIONER BAILEY: When would the pit order be effective? 18 19 MR. BROOKS: It will be effective when published 20 in the New Mexico Register, which is probably going to be six weeks to 12 weeks, somewhere in that range. 21 22 COMMISSIONER BAILEY: Okay, I thought the 23 Register was published every month. 24 MR. BROOKS: It is, but -- Ms. MacQuesten, do you 25 want to address that? Go ahead.

MS. MacQUESTEN: My understanding is, it's 1 2 published twice a month. MR. BROOKS: That is correct, yeah, I'm sorry, I 3 misspoke. It is published twice a month. And it should be 4 possible to get it done in less than that period of time, 5 but our experience has been that the time that is required 6 7 to get it edited by the Department of Records and Archives is such that we seldom get one published in less than about 8 six to eight weeks after its enactment. 9 COMMISSIONER BAILEY: And then is there an 10 11 additional 30 days after publication in the Register, or --12 MR. BROOKS: No --13 COMMISSIONER BAILEY: -- is it affected --MR. BROOKS: -- no, it should -- it can be made 14 15 effective on the date that -- in one instance, one of our rules was 30 days after, but that was because we had so 16 17 provided, and it can be made effective as of the date of 18 publication, and that's when it goes into effect, unless the rule or the order otherwise provides. 19 20 COMMISSIONER BAILEY: Okay, because we've already 21 had questions of when it would become effective because of 22 issues between a surface owner and an operator. 23 CHAIRMAN WROTENBERY: And in the case of the pit 24 rule we've got some specific language --25

Yeah.

MR. BROOKS:

CHAIRMAN WROTENBERY: -- in the Rule itself that 1 makes the effective date for the key provisions April 2 3 15th --MR. BROOKS: Right, and we --4 CHAIRMAN WROTENBERY: -- 2004. 5 MR. BROOKS: -- do have that specifically because 6 7 we do not want to leave it uncertain, but we felt confident that by April the 15th it would be effective. So many of 8 the same provisions that in earlier drafts had said that 9 10 they begin on the effective date of the Rule were changed 11 to read April 15th, 2004. CHAIRMAN WROTENBERY: Okay, short break here. 12 13 (Thereupon, a recess was taken at 11:08 a.m.) 14 (The following proceedings had at 11:34 a.m.) CHAIRMAN WROTENBERY: We'll go back on the record 15 then. Mr. Brooks has made the corrections to the Order 16 17 that we discussed. And also did you --MR. BROOKS: I also --18 19 CHAIRMAN WROTENBERY: -- make some additions? 20 MR. BROOKS: I also added short sentences 21 referring to the changes that were made in C.2.(f) and 22 C.2.(q).23 CHAIRMAN WROTENBERY: Okay, and could you point 24 me to those? 25 MR. BROOKS: Let me look at the Order. I didn't

bring a copy with me.

Well, the change in paragraph 67 is actually a deletion. I had stated in there that the present Rule 105 should be -- the substantive provisions of present Rule 105 should be adopted without change. I deleted that provision and just left the general statement that the Rule as set forth in Exhibit C should be adopted in lieu of the Division's proposal, and the change was made on Exhibit C.

CHAIRMAN WROTENBERY: Okay.

MR. BROOKS: 74.(b), that was reworded to reflect the change that was made in the wellhead-protection area.

CHAIRMAN WROTENBERY: And it now reads, "the Commission concludes that the evidence presented in this proceeding was insufficient to justify revisiting those determinations, except that the prohibition of unlined pits and wellhead protection areas, currently applicable only in the northwest, should be made statewide."

MR. BROOKS: Okay, I believe those were the only substantive changes. The paragraph 64 was set out from the text, as was requested.

CHAIRMAN WROTENBERY: Right that was just --

MR. BROOKS: Yeah.

CHAIRMAN WROTENBERY: -- a formatting --

MR. BROOKS: Okay.

CHAIRMAN WROTENBERY: -- problem. Okay. And

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1
     then you made the changes to Exhibit C --
               MR. BROOKS:
                            Right --
 2
               CHAIRMAN WROTENBERY: -- that we discussed, in --
 3
               MR. BROOKS: -- C.2.(f) and C.2.(g).
 4
               CHAIRMAN WROTENBERY: And in C.2.(f) we now
 5
 6
     say --
                            The changed portion is where it
 7
               MR. BROOKS:
     begins "Drilling and workover pits", the sentence beginning
 8
     "Drilling and workover pits".
 9
10
               CHAIRMAN WROTENBERY: "Drilling and workover pits
     are exempt from the netting requirement...immediately after
11
     cessation of these operations such pits shall have any
12
     visible or measurable layer of oil removed from the
13
     surface."
14
15
               MR. BROOKS: And in C.2.(g), C.2.(g).(i), there
     was an insertion. Yeah, C.2.(g), clause (i).
16
               CHAIRMAN WROTENBERY: Is it in (i) or (iii)?
17
18
               MR. BROOKS: Oh, it's in (iii), the first
     grammatical paragraph of 3 --
19
               CHAIRMAN WROTENBERY:
20
                                     Right --
               MR. BROOKS: -- clause --
21
               CHAIRMAN WROTENBERY: -- and we added "and
22
     provided that the pit site is not located in freshwater-
23
     bearing alluvium or in a wellhead-protection area."
24
               MR. BROOKS:
25
                            Right.
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1	CHAIRMAN WROTENBERY: Okay.
2	MR. BROOKS: That same language was deleted from
3	the third grammatical paragraph where it formerly been.
4	CHAIRMAN WROTENBERY: Okay, thank you very much.
5	In that case, I believe we have an Order and a
6	Rule that reflect the Commission's discussions this
7	morning, and I'll entertain a motion to adopt the proposed
8	Order and Rule.
9	COMMISSIONER BAILEY: I so move.
10	COMMISSIONER LEE: Second.
11	CHAIRMAN WROTENBERY: All in favor say aye.
12	COMMISSIONER BAILEY: Aye.
13	COMMISSIONER LEE: Aye.
14	CHAIRMAN WROTENBERY: Aye. Congratulations to
15	everybody involved. I think this was a long process.
16	And thank you, David, for working so hard the
17	last
18	MR. BROOKS: You're welcome.
19	CHAIRMAN WROTENBERY: couple of weeks to
20	MR. BROOKS: I think everybody
21	CHAIRMAN WROTENBERY: put it all together.
22	MR. BROOKS: that's been involved in this has
23	put a lot of work into it. Of course Roger and Ed and
24	Wayne and Willie and Gail. Too bad Roger couldn't be here
25	to witness the

1	CHAIRMAN WROTENBERY: I know.
2	(Off the record)
3	CHAIRMAN WROTENBERY: Okay, we've completed our
4	work on that rulemaking that rulemaking proceeding. Thank
5	you everybody.
6	And I believe that takes care of all of our
7	business for today, so I'll entertain a motion to adjourn.
8	COMMISSIONER BAILEY: I so move.
9	COMMISSIONER LEE: Second.
10	CHAIRMAN WROTENBERY: All in favor say aye.
11	COMMISSIONER BAILEY: Aye.
12	COMMISSIONER LEE: Aye.
13	CHAIRMAN WROTENBERY: Aye.
14	(Thereupon, these proceedings were concluded at
15	11:40 a.m.)
16	* * *
17	
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25	

CERTIFICATE OF REPORTER

STATE OF NEW MEXICO)
) ss.
COUNTY OF SANTA FE)

I, Steven T. Brenner, Certified Court Reporter and Notary Public, HEREBY CERTIFY that the foregoing transcript of proceedings before the Oil Conservation Commission was reported by me; that I transcribed my notes; and that the foregoing is a true and accurate record of the proceedings.

I FURTHER CERTIFY that I am not a relative or employee of any of the parties or attorneys involved in this matter and that I have no personal interest in the final disposition of this matter.

WITNESS MY HAND AND SEAL December 12th, 2003.

STEVEN T. BRENNER

CCR No. 7

My commission expires: October 16th, 2006