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	COMMISSION HEARING	
	SANTA FE , NEW MEXICO	
Hearing Date	MAY 24, 1990	Time: 9:00 A.M.
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JOE HILL	EXXVD

1	STATE OF NEW MEXICO
2	ENERGY, MINERALS AND NATURAL RESOURCES DEPARTMENT
3	OIL CONSERVATION COMMISSION
4	CASE 9944
5	
6	COMMISSION HEARING
7	
8	IN THE MATTER OF:
9	Application of the Oil Conservation Division on
10	Its Own Motion for an Order Amending Rule 0.1 by
11	Amending and Adding Certain Definitions and
12	Repealing Existing Rules 201, 202, 203 and 204 and
13	Adopting New Rules 201, 202, 203 and 204 of the
14	General Rules and Regulations of the Dil
15	Conservation Division.
16	ORIGINAL
17	TRANSCRIPT OF PROCEEDINGS
18	
19	BEFORE: WILLIAM J. LEMAY, CHAIRMAN
20	WILLIAM WEISS, COMMISSIONER
21	WILLIAM HUMPHRIES, COMMISSIONER
22	
23	STATE LAND OFFICE BUILDING
24	SANTA FE, NEW MEXICO
25	May 24, 1990

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1	APPEARANCES	
2		
3	FOR THE OIL CONSERVATION DIVISION:	
4	ROBERT G. STOVALL	
5	Attorney at Law Legal Counsel to the Division	
6	State Land Office Building Santa Fe, New Mexico	
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1	WHEREUPON, the following proceedings were had
2	at 9:06 a.m.:
3	CHAIRMAN LEMAY: We will now call Case 9941
4	I'm sorry, 9944.
5	MR. STOVALL: Mr. Chairman, since I am the
6	attorney in that case, I'll let you call the case and
7	I'll move to a more appropriate location.
8	CHAIRMAN LEMAY: Fine. Case 9944, in the
9	matter of the Application of the Oil Conservation
10	Division on its own motion for an order amending Rule
11	0.1 by amending and adding certain definitions and
12	repealing existing Rules 201, 202, 203 and 204 and
13	adopting new Rules 201, 202, 203 and 204 of the General
14	Rules and Regulations of the Oil Conservation Division.
15	Appearances in the case?
16	MR. STOVALL: Mr. Chairman, Robert G. Stovall
17	of Santa Fe, representing the Oil Conservation Division
18	in this case, and I have three witnesses.
19	CHAIRMAN LEMAY: Okay, are there additional
20	appearances in the case?
21	Yes, sir?
22	MR. COLLIER: My name is Jim Collier with
23	Amoco Production Company, Houston, Texas.
24	CHAIRMAN LEMAY: We're happy to have you in
25	New Mexico, Mr. Collier, for Amoco.

1	Additional appearances in the case?
2	If not, Mr. Stovall, you may begin.
3	First, let's swear in the witnesses. Those
4	that will be giving testimony, please stand and raise
5	your right hand.
6	(Thereupon, the witnesses were sworn.)
7	CHAIRMAN LEMAY: Mr. Collier, do you have any
8	witnesses for the case
9	MR. COLLIER: No
10	CHAIRMAN LEMAY: or do you just plan to
11	make a statement?
12	MR. COLLIER: I just plan to make a
13	statement.
14	CHAIRMAN LEMAY: Fine.
15	MR. STOVALL: Mr. Chairman, what I'm passing
16	out at this time is the proposed rules, the new
17	proposed rules for adoption. There have been some
18	minor changes made in the rules from what was actually
19	published in the Application.
20	I have additional copies here if anybody
21	would care to look at them. I'll just leave them on
22	the table here.
23	My first witness is Jerry Sexton.
24	
25	

1	JERRY SEXTON,
2	the witness herein, after having been first duly sworn
3	upon his oath, was examined and testified as follows:
4	EXAMINATION
5	BY MR. STOVALL:
6	Q. Please state your name and place of
7	residence, Mr. Sexton.
8	A. Jerry Sexton, Hobbs, OCD District 1
9	Supervisor.
10	Q. And as the District 1 Supervisor of the OCD,
11	what are your responsibilities?
12	A. To enforce the Rules and Regulations of the
13	Oil Conservation Division.
14	Q. And I take it, then, you are familiar with
15	the Rules and Regulations?
16	A. Yes.
17	Q. And specifically, you are familiar with the
18	Rules and Regulations regarding the abandonment,
19	temporary abandonment of wells?
20	A. Yes.
21	Q. Have you testified before the Division or the
22	Commission previously and had your credentials
23	accepted?
24	A. Yes.
25	MR. STOVALL: Mr. Chairman, I'm offering Mr.

Sexton as a witness not in any particular technical discipline, but rather the -- a supervisor of the OCD responsible for enforcement and development of rules in some cases, as in this case, and ask that he be accepted as qualified for that purpose.

CHAIRMAN LEMAY: His qualifications are acceptable.

- Q. (By Mr. Stovall) Mr. Sexton, have you been involved in the development and rewrite of rules concerning the abandonment, plugging and temporary abandonment of wells?
  - A. Yes, it was initiated in the area.
- Q. Could you describe briefly for the Commission the history behind what created the impetus to change these rules?
- A. Well, while the OCD does not want to see wells plugged, in the last several years it's become obvious that the State is taking on a large liability and a lot of potential water contamination due to our temporary abandoned wells. And our program that we had was not working.

The companies also realized this, that the bonds won't cover it. The companies have an asset if they have a wellbore that's properly temporary abandoned. If it's not properly temporary abandoned,

why, they have a large liability.

And what we're attempting to do is to have the State turn these temporary abandonments from a liability into an asset, as oil wells for the companies.

We've found that if you leave a well temporary abandoned, after so long you're going to have a very hard time getting in to properly plug and abandon the well. And when this happens, you lose secondary and tertiary recovery, plus you have the potential water contamination.

At the present time, we have some 9000 wells in New Mexico that are temporary abandoned. From spotchecking our records, I think this may be a little bit high, but there's a tremendous number.

The last three or four years, the companies have started setting bridge plugs and pressure-testing the casing and leaving the wells in proper temporary abandonment procedures.

And this is really what we're aiming for.

We'd like to see the wellbores saved but to have them

saved in such a way that they'll be able to be used in

future operations.

So what we're really requiring is a mechanical integrity test of some sort. And we've

written out three -- or four -- ways you can get the wells approved for temporary abandoned, and then we give you a category that if you can come up with another test that would satisfy us, we'll approve this.

Because --

- Q. Mr. -- Go ahead.
- A. Because there's so many wells in the state, we've gone along with giving six months after rule to get your wells in effect. But some of the companies, we also don't have the equipment in the oil industry, nor the people to temporarily abandon 9000 wells within a six-month period.

So we're going to give the District
Supervisors approval that he could extend this date up
to two years.

If the company, say, has two or three hundred wells to be temporarily abandoned, they can come in and submit a time frame and when they're going to get on them, which wells they're going to do, and they end up being about a two-year frame.

So we feel like this is a -- While not perfect, it's a realistic idea that within two, two and a half years, we will be able to say that the liability for the State is down, there's less chance of water contamination, and we're just in better shape.

The BLM has been very cooperative, and we've worked together on this, and they've agreed to regulate and enforce this on federal lands.

Because of the timetable, I think it will take a lot of cooperation between the state and federal agencies. But cooperation is there, so I don't see this as a problem.

- Q. Mr. Sexton, let me at this point just ask you, under the existing rules regarding temporary abandonment, in your opinion, is there some lack of clarity in -- as to the proper procedures for temporary abandonment? Is there some question as to what is required in the time frames for taking certain actions?
- A. Well, it was set up in a fairly reasonable manner, except after two years it had to come up for a hearing. And to bring each temporary abandoned well up for a hearing or let the Division look at it was impractical, and for this reason the Districts gave two years of temporary abandonment, which we were allowed to do, and then from there on, nothing was ever done.

So we've got wells that -- Since 1975, I think the rules came into effect, close in that area, that have never been -- Companies submitted their paperwork, and then nothing else was done. So we're sitting out there with thousands of wells that have the

1 potential to be a problem for both the companies and 2 us. So -- And we'll get into the specifics of the 3 ο. 4 new rules in just a moment, but at this time what 5 you're saying is that because of the rather cumbersome procedures that were required to continue temporary 6 7 abandonment, in fact, nothing has been done to insure or protect some wells in the state; is that correct? 8 That's correct. 9 Α. Now, with respect to -- This rule addresses 10 Q. 11 -- The proposed rule changes address more than just temporary abandonment, do they not? 12 13 Α. Yes. 14 Q. They also address the permanent plugging and abandonment of wells too; is that correct? 15 16 Α. That's correct. 17 Q. And is it your understanding that that is -the reason for addressing that is to clarify and put 18 into a more definitive form the requirements for 19 20 plugging and abandonment procedures to be undertaken? 21 Α. When you changed one, I think it made it 22 necessary to change both to bring them all into a 23 standard that was clear and told the companies and the 24 regulatory body about what was happening and how.

Mr. Sexton, I'm now going to ask you to turn

25

Q.

to specific rules, and you have a copy of the exhibit which I've distributed this morning, do you not?

A. Yes.

- Q. Let's look first at Exhibit Number 1, and would you briefly summarize what Exhibit Number 1 is and what it requests.
- A. Well, it just states the definitions. And they're fairly clear, but there has been a lot of confusion on what people call one shut—in well may be actually a temporary abandoned well in other people's minds. And to clear it up for both the industry and everyone, these definitions were installed and will be used in our rules.
- Q. Now, under the first proposal, the definition of temporary abandonment, there is currently a definition for that in the Rules, is there not?
  - A. Yes.

Q. And if I understand the current definition, it describes the status of a well, based on the activity criteria of a well as a state of suspended operations.

And if I understand the change correctly,
what now happens is that a well is not a temporarily
abandoned well until it is actually approved as such by
the Division; is that correct?

- A. That's correct, and some sort of a mechanical integrity test has been performed and has been approved by the Division.

  Q. So there really is -- no longer will be a
- Q. So there really is -- no longer will be a judgment call as to whether a well is temporarily abandoned or not --
  - A. That's --

- Q. -- there will be some papers to show it?
- A. That's correct.
- Q. Under Exhibit 1, we propose to aid two additional definitions. Let me look at the second one first, the definition of a shut-in well.

Review that, and I would note first, for the Commission or for anybody who has a copy, that there have been some changes made in this definition subsequent to the filing of the Application with the Commission, and on the exhibit which I have presented today, the additions are noted with the underlining by dots, and the deletions of words is noted by the strikeout through the words themselves.

And what is the purpose of adding a definition of a shut-in well, Mr. Sexton?

A. Well, it means that it can be brought back into use and that it -- for some reason, it is shut in. And this happens frequently in the industry, and we

just defined it after the change.

I don't know if you all have it, but it's defined very simply: A shut-in well shall mean a producing [sic] well or an injection well which is temporarily closed down, whether by closing a valve or disconnecting or other physical means.

So it means you may have potential use, but at this moment it is not being used.

- Q. And then we've added a definition of an inactive well which -- is it not correct that the purpose of this definition is to aid in defining when the abandonment rules are required to become effective, that is, when operators are required to take some action?
- A. That's true. And it just puts it on the status that -- different from shut-in, that it's not going to be used, and it's just being held, not for beneficial use in the near future.
- Q. Let's turn now to Exhibit Number 2, Mr. Sexton. Exhibit Number 2 is the proposed new Rule 201.

And I might state in preface that the Application does request the -- that the Commission repeal the existing Rules 201, 202, 203 and 204, and this is a completely new set of rules, not an amendment to existing rules in this particular part of the rule

book.

Now, Mr. Sexton, would you just briefly describe what is -- what Rule 201 proposes?

- A. 201 gives you two things: Who is responsible for the plugging of the well, and when the well is to be plugged, what is the criteria for plugging and abandonment of the well?
- Q. And it's your opinion that the criteria established in this rule are reasonable and sound and should be adopted as a rule by the Commission?
- A. Yes, I think they're reasonable and should be adopted.
- Q. Let's turn now to Exhibit Number 3, and would you just again, just briefly give an overview to the Commission of what is requested in Rule 202, the new Rule 202 as proposed?
- A. It's following a sequence. 201 told you when to plug the well. 202 tells you how and the procedure and, from the start of what you submit, how you plug the well, where you get the information and what you turn in after you plug it and what you expect to restore the land and get your bond released.

MR. STOVALL: Again, Mr. Chairman, I would note that there have been some minor changes noted in the exhibit copy as presented in the same manner as

previously: The new words added have been underlined with dots, and the words stricken have been lined out.

- Q. (By Mr. Stovall) Mr. Sexton, do the requirements as established under Rule 202 substantially change the requirements from the existing rules regarding plugging of a well?
- A. No, this is the way we now do the rule -- do the plugging procedure, and I think this clarifies it for everyone.
- Q. Let's turn now to Exhibit Number 4, if you would, Mr. Sexton, and please describe what the new proposed Rule 203 provides.
- A. Well, it pretty well talks about the temporary abandonment procedure, and it -- It's fairly well self-explanatory, we've gone over.

It also -- we went -- This rule, probably more than any other, has outlined exactly what you can do and what you can't do as far as mechanical integrity tests, and we -- it gives us some option, and the only thing it -- The approvals will be up to five years.

When we give you a permit after you test the well, we can give a permit up to five years. And then with an additional pressure test, like if you have a cast-iron bridge plug, we can extend this another five years.

So we're not setting any time limit for you

to be able to temporarily abandon the well, but we'll have time limits for you to test the well and make sure it is in the proper conditions to -- to a temporary abandonment.

The rule seems to be well written and clarifies a lot of procedures.

Q. Now, if I understand, the testing we're requiring and the procedures that we're requiring under this proposed rule are outlined in Rule 203-B-2, and I might read that into the record, to protect -- prevent damage to the producing zone, migration of hydrocarbons or water, contamination of fresh water or other natural resources, and the leakage of any substance at the surface.

Those -- Are those requirements that are within the OCD statutory authority and that we're required to prevent those types of harm from occurring in general; is that --

- A. Yes, uh-huh. I think -- Like I said before, I think this -- This rule will finish up a very good program. We have a good injection program, and with this program I think we can tell the people in the industry we're about as well any state.
- Q. So it's your understanding that from a testing standpoint what we're going to permit is that a

18 well would be tested and so long as it is in such a condition to prevent these harms, it can be placed in a temporary abandonment status. And each time permission is requested, tests are required. And then it can be continued in that status indefinitely, theoretically; is that correct? Α. Yes. Now, if I understand from what you said Q. previously, one of the real substantial changes --Well, there are two substantial changes from what has been discussed. One is, the approval is up for -- up to a period up to five years; is that correct? Α. Yes. Previously, if I understand you correctly,

- Q. Previously, if I understand you correctly, they were short-term approvals of six months to a year by the district, to a maximum of two years at which time it had to go to hearing; is that correct?
  - A. Yes.

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- Q. Now, all hearings -- all approvals in this case are now at the district level; is that correct?
  - A. That's correct.
- Q. Now, is it your opinion that these procedures are adequate to prevent the harms and protect the resources that are identified in the rule?
  - A. Yes, I think after this is done, I think that

we will be protecting the fresh water in the producing zones.

- Q. In Subsection C of Rule 203, Mr. Sexton, there are -- and I think you alluded to this in your opening comments -- there are three different provisions for specific tests; is that correct?
  - A. Yes.

- Q. And it's your belief that in -- With the exception of small letter c under paragraph 1, any of these -- Actually, excuse me, there are four different provisions for testing.
  - A. Yes.
- Q. Provision c applies only to southeast New Mexico, the San Andres Formation, but otherwise, any of these tests can be used in the alternative to establish the integrity of a well; is that correct?
- A. That's correct. We put that one in for southeast New Mexico, in, because we have some low-pressure gas wells in the Jalmat, the Eumont, that won't hold. If you put a full column of fluid in there, you'll damage it, and if the fluid level is below the base of the salt, you're some 1500 feet, 2000 foot below the fresh water, and water contamination really would not be a problem, and you'd be within a few hundred foot of the producing zones where you could

be properly flooded.

But it does seem a little different, but because of the isolated case, it will work to assure what we want.

- Q. Now, in subsection C-2 of the rule, we've also -- The proposed rules authorize additional tests which may be approved by the Division; is that correct?
- A. It just gives the operators, if he has some special or unique situation, to come in to us and ask for something different.
- Q. Mr. Sexton, early in the morning, in your early comments, you commented that we have had discussions and worked with the Bureau of Land Management in the adoption of these rules. Are you familiar with any proposals they may have in that regard?
- A. Just somewhat. They also are concerned about the liability on federal lands, same as the State, and I think the same as the industry. Their rules are a little ways behind us, but our rules are close enough to theirs that I have the feeling that they will accept ours on a long-term basis, even though they are developing their own rules.

We're close enough, I believe, that we can adopt the same rules, which makes it better for

regulatory bodies and for the industry, if you're playing by one set of rules.

- Q. Now, is it -- Do you have knowledge or an opinion as to whether or not the testing procedures are similar, requiring similar types of tests?
- A. In the meeting we discussed the testings, and I believe they are acceptable.

MR. STOVALL: I would note, information that's subsequently become available, Mr. Chairman, that perhaps -- I have a BLM witness that there is a different pressure level at which they're currently requiring, by the proposed rules, that they're going to require, I believe it's 1000 pounds per square inch. Possibly the BLM witness can testify as to those differences and the significance of them.

And he will also testify as to where they stand. I think it's important to be aware that regulatory agencies are cooperating here.

I would also note that their proposed rules talk about a three-year testing period rather than a five-year.

Q. (By Mr. Stovall) And on that line, Mr. Sexton, it is anticipated under these rules, if I'm not mistaken, that the approval period would be up to five years. It may be less if the tests indicate that the

1 wells should be looked at more frequently; is that 2 correct? 3 Α. That's correct. 4 Let's turn quickly to Exhibit Number 5 and just briefly describe what Exhibit Number 5, which is 5 6 the proposed Rule 204, does. 7 Over the years we've had numerous wells Α. plugged, oil wells plugged, that have been converted to 8 fresh-water wells, and this gives a procedure to go 9 through and it clarifies it a little from the previous 10 rules. 11 But it's not substantially different in --12 0. 13 Α. No. -- in content, is it, from the previous 14 Q. rules? 15 16 Mr. Sexton, based upon your review of these 17 rules and participation in the development of these 18 rules, do you think that they are in the interest of 19 conservation, the prevention of waste and the 20 protection of correlative rights? 21 A. Yes, I do. 22 0. Do you believe that in adopting these rules 23 that the Commission has come up with a more efficient 24 and effective manner for the Division to carry out its

responsibilities in these areas?

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1.	A. Yes.
2	Q. And I take it, then, you recommend the
3	adoption of these rules by the Commission?
4	A. Yes, I do recommend they be adopted.
5	MR. STOVALL: I have no further questions of
6	Mr. Sexton.
7	CHAIRMAN LEMAY: Thank you, Mr. Stovall.
8	Additional questions of Mr. Stovall I mean
9	of the witness? Sorry, you're not the witness, Bob.
10	Jerry?
11	Does anyone have any questions?
12	If not, you may be excused. Thank you,
13	Mr
14	Yes, I'm sorry, Commissioner Weiss.
15	EXAMINATION
16	BY COMMISSIONER WEISS:
17	Q. Jerry, what does this do the validity of the
18	lease? Will a TA well hold a lease?
19	A. No. BLM has a and I think the State Land
20	Department has some shut-in provisions, that we're not
21	altering anything on a or giving any extension on a
22	temporary abandoned.
23	Where this will be used is mainly on mobile-
24	unit leases, like in old waterfloods, if you want to
25	hold the wells for possibly tertiaries and But it

does not have anything to do with lease rights.

MR. STOVALL: Mr. Commissioner Weiss, I might point out that, in general, probably Mr. Sexton's comments are correct. But what it takes to hold a lease is determined by the terms and conditions of the lease itself, and I don't think Mr. Sexton can actually answer that generically as being entirely true.

The OCD, of course, is not concerned with leases. We are not a lessor, and we do not have any interest in a lease. So I think the more specific and correct answer is that that would depend on the terms of the lease between the operator, lessee, and the lessor.

And I think I understand your concern is,
perhaps, that -- does this -- Is this going to have an
impact on that? And I believe the answer is probably
no. The conditions which would cause a well, for
example, to be temporarily abandoned may or may not
terminate the lease, whether or not the well is
temporarily abandoned, so -- But that answer has to be,
It depends on the lease.

## **EXAMINATION**

## BY COMMISSIONER HUMPHRIES:

Q. Mr. Sexton, I was going to wait a little bit but I'll ask now because it may be easier than asking

1 you to come back. On page 6, Tests Required --2 Α. Yes, sir. 3 -- item subparagraph a, it's talking about a Q. 4 pressure drop of not more than ten percent for 30 5 minutes. 6 Would you explain to me -- Is there an 7 existing standard of the ten percent? Does that mean 8 ten percent drop in 30 minutes? 9 Α. Yes. 10 11 0. Of not more than ten percent --12 Α. Right. -- for 30 minutes? 13 0. 14 Α. And I'll be honest with you: You're even 15 going to have this on a brand-new casing because of 16 casing collars and pins not quite right, so you can't expect in actual theory to have one hole perfect. 17 18 And so for this reason we say ten percent, and it will vary some. Most regulatory people's 19 20 feelings are, if you stay in there close you're better off accepting a test that won't feed down and that you 21 can't pump into, than having to perforate the well and 22 23 leave your holes in the casing. So these are guidelines, and you have to have 24

some leeway, because you just cannot achieve a hundred

25

percent integrity.

- Q. Is this a test you use in any other place?
- A. We use it on the original casing, and we use 300 pounds on the back side of the injection wells.
- Q. On item -- On page 7, subsection d, A casing inspection log confirming the mechanical integrity of the production casing may be submitted -- loesn't that need some additional definition as to the late of that inspection log?
  - A. No -- well --
- Q. Let's say, assume you have an inspection log that's 20 years old. Are you going to accept that?
- A. We will only give up to five years from the date of the log, and this is the same way we're going. Because the companies have been pressure-testing the wells, knowing this rule this rule is going to affect for the last, say, year and a half. I've been on a going heading except up to five years from that date that they pressure-tested it within the last year and a half.

But you'll have to submit a test within a five-year period, and if it was five years ago, you'd have to retest it now. So --

Q. Well, I would suggest, then, that we ought to put that language in subsection d, a casing inspection

1 log not older than five years. MR. STOVALL: If I may follow up with that, 2 3 Mr. Chairman? FURTHER EXAMINATION 4 BY MR. STOVALL: 5 Perhaps, if I understand you statement, Mr. 6 Q. 7 Sexton, what we need -- perhaps need to do is in subsection B, paragraph 6, not more than five years 8 from the date of the test, rather than date of 9 10 approval. Would that satisfy you, Mr. Humphries? I think Mr. Sexton was saying regardless of 11 the type of test, whether it's the log or a pressure 12 test, you're going to look at a date as being five 13 14 years --15 Α. Maximum. 16 Q. -- from that test, correct? 17 Α. Correct, and I think we'll run into this 18 maybe only for a one- or two-year period until we get 19 all these old ones plugged that there will be any exceptions, and then -- We probably should clarify that 20 the test that they submit for this will have to be done 21 22 at this time. 23 MR. HUMPHRIES: I think the language has got to be beyond paragraph 6. I mean, I don't think that's 24 25 very -- the same question I had. The expiration date

1	of the permit should not be more than five years old.
2	MR. STOVALL: How about a language in the
3	paragraph subsection C, paragraph 1, some language
4	in "The following methods of demonstrating casing
5	integrity may be approved," and put some some
6	requirement for the currency of the test. Is that more
7	in line with what you're looking for?
8	COMMISSIONER HUMPHRIES: Well, I'm That's
9	what I'm trying to get at.
10	MR. STOVALL: Okay.
11	COMMISSIONER HUMPHRIES: It's talking about
12	the age of the in these tests, so I assume that you
13	want some relative currency to the tests.
14	THE WITNESS: Yes, sir.
15	Q. (By Mr. Stovall) Would that be acceptable,
16	Mr. Sexton? We'd have to modify the language. I
17	can't
18	A. I don't
19	Q do it on my feet right here.
20	A. It would probably clarify it, but I do think
21	that's a valid point, Bill.
22	MR. HUMPHRIES: I have no furthem questions
23	of the witness.
24	CHAIRMAN LEMAY: Thank you, Mr. Humphries.
25	Additional questions of the witness?

1	If not, he may be excused.
2	You may call your next witness, Mr. Stovall.
3	MR. STOVALL: Call Mr. Frank Chavez.
4	FRANK CHAVEZ,
5	the witness herein, after having been first duly sworn
6	upon his oath, was examined and testified as follows:
7	EXAMINATION
8	BY MR. STOVALL:
9	Q. Please state your name and place of
10	residence.
11	A. My name is Frank Chavez. I live in Aztec,
12	New Mexico.
13	Q. And how are you employed, Mr. Chavez?
14	A. I'm District Supervisor for the District 3 of
15	the Oil Conservation Division.
16	Q. And is it safe to assume that your duties are
17	similar to those of Mr. Sexton in that capacity?;
18	A. Yes, they're the same.
19	Q. And you are familiar with the Rules and
20	Regulations of the Division?
21	A. Yes, I am.
22	Q. You're responsible for enforcement thereof?
23	A. Yes.
24	Q. And are you familiar with the current rules
25	regarding abandonment and plugging, and the proposed

rules?

- A. Yes, I am.
- Q. And just in a broad overview -- I'm not going to ask you to repeat everything Mr. Sexton has said -- is it your opinion that adoption of these rules by the Commission with the suggestions that have been noted is in the interest of conservation, the prevention of waste and protection of correlative rights?
  - A. Yes, I agree with that.
- Q. Do you have any specific suggestions with respect to changes, linguistic or substantive changes in any of the rules?
  - A. Yes, I do.

on Exhibit Number 1, the definition for a shut-in well, I would like to see as a definition for shut-in status something to the effect that shut-in shall be the status of a production well, and then continue as it's further taken because under our other reporting requirements, we do require that the operator report the status of a well. And he has the option of reporting whether it's temporarily abandoned or shut-in on forms such as the C-115 Monthly Operator's Report of Production.

Also under shut-in, there should be some time requirement, because some wells normally operate during

a month in a condition where they would, say, operate for a week or a few days of the month and then be shut in the rest of the month. For practical purposes, that should be a producing well, not a shut-in well. And should the well not be used, produced or injected into over a reporting period, then the appropriate status would be on the operator's report as shut-in.

- Q. Let me -- Let me interrupt you here and see if I understand what you're saying. What you're suggesting is -- Part one of your suggestion is that shut-in be the status of the well, status being an officially reported condition of a well, an operator's monthly report; is that correct?
  - A. That's correct.

- Q. And that's different, say, for example, inactive well is not a status as reported. Inactivity refers to what's happening, actually out in the field with the well; is that correct?
  - A. That's right.
- Q. And then if I understand the second part of what you're saying, is that only if a well is shut-in for an entire reporting period should it be reported as a shut-in well?
  - A. That's right.
  - Q. If it is open at all to a line on a tank or

being used for injection at any time during the 1 reporting period, then it would be reported as a 2 producing or injection well? 3 Yes. Are there any other suggested changes that 5 0. you have to any of the rules? 6 7 Α. Yes, under Exhibit 3, Rule Number 202, part A, line 3, there should be a reference to Rule 1103 to 8 9 the effect that prior to the commencement -- or in -the line 3, which starts, "...the operator prior to the 10 commencement of plugging operations," we should have a 11 reference, "in accordance with Rule 1103." 12 13 MR. STOVALL: And I might note for the Commission that similar changes were made in other 14 15 provisions in the rule regarding reporting. 16 Most of the reporting in this particular rule 17 is done on Rule 103 -- on Form C-103. In all other 18 cases where we've required reporting on a form, if you 19 look at Rule 1103, it specifies the information required in reporting any particular activity under 20 21 that report, including plugging and abandonment. (By Mr. Stovall) Mr. Chavez's comments are 22 ο. 23 in line with keeping that consistent with the rules; is 24 that correct? 25 Α. Yes.

33 1 On Exhibit 4, Rule 203, part A, line 6, it starts, "Prior to the expiration period..." The 2 "Temporary Abandonment Permit" is capitalized and gives 3 the appearance of being a proper name for a form or permit, and the wording can be changed, something like: 5 "Prior to the expiration of any approved temporary 6 7 abandonment," would be more in line with the wording that will be appropriate. 8 Also, the last line of section A, where it 9 starts, "...or apply..." could be worded, "...or apply 10 11 for a new approval to temporarily abandon the well," rather than a permit. There is no permit form, as 12 It's Form C-103, which will give the approval. 13 such. 14 0. An approved C-103 is what the operator has 15 showing that the temporary abandonment is okay with the 16 Division; is that right? That's correct. 17 Α. As opposed to being a separate form 18 Q. identified as temporary abandonment? 19 20

A. That's correct. It eliminates some confusion, I think.

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Also under part B, number 1, we have the same effect on the first line there with the capitalization of "Temporary Abandonment" and the word "permit."

It could be worded, "Any operator seeking

temporary abandonment approval shall submit on Form C-1 103." 2 3 Under part 2, again we use the word "permit," 4 and we can strike -- on that first line, strike the words "permit for" so that it would read, "No temporary 5 abandonment shall be approved." It would clear up 6 7 confusion with the operators who are trying to seek a permit form. 8 9 I assume that would -- that your comments, 0. 10 then, would apply anyplace in this rule that we talk about temporary abandonment or a temporary abandonment 11 permit with capital letters? 12 That's correct. Α. 13 Refer to it as an approval of the temporary 14 Q. 15 abandonment, rather than as, you're saying, what 16 appears to be a document called by this name? 17 A. That's right. And those are the only 18 comments I have on the wording of the... 19 MR. STOVALL: I have no further questions of 20 Mr. Chavez. 21 CHAIRMAN LEMAY: Thank you, Mr. Stovall. Questions of the witness? 22 Only one thing I might add that looks like a 23 typographical error, just for the record. "Integrity" 24 is spelled wrong on page 7, item d. It's a typo. 25

1	MR. STOVALL: Page 7, item which?
2	CHAIRMAN LEMAY: d, "mechanical inrtegrity."
3	MR. STOVALL: Well, we won't mention the fact
4	that the Division attorney did his own typing in these
5	particular rules, but he will correct that.
6	CHAIRMAN LEMAY: Thank you.
7	No further questions?
8	I'm sorry, is there a question out there?
9	Yes, sir?
10	MR. MARTIN: Ed Martin, El Paso Natural Gas.
11	Frank, in your discussion, and with the new
12	order as written, each one of the district offices in
13	the Hobbs area and Aztec has a form that they require
14	that the transmission company file for a new
15	connection, reconnection and also a disconnection.
16	This is never referred to in this new order.
17	What is your interpretation that we as a
18	transporter company be responsible for the filing of
19	this form?
20	THE WITNESS: Yesterday at the Gas Proration
21	Committee meeting, we discussed the issue of forms to
22	be filed by transporters, including not just first
23	delivery but disconnection notices, and the Gas
24	Proration Committee will or at least some people who
25	are looking at rules for forms are going to be drafting

1 a Rule 1135, I think, which will deal with 2 responsibility of the transporters for filing reports, which would include a report which indicates that the 3 transporter has disconnected the well from the line. At that point, it becomes the operator's 5 6 responsibility under these rules to report that the 7 well has been mechanically or physically closed down and -- or the operator is responsible for that report 8 9 requests a temporary abandonment status. 10 MR. MARTIN: During that process they will consist of form number two, just like that? 11 THE WITNESS: I don't understand your 12 13 question. 14 MR. MARTIN: There is not official documentation that identifies this as a state form. 15 16 That would surely help. Under Rule -- or proposal for a 17 THE WITNESS: 18 new Rule 1103, the form which the pipeline would file 19 would have an official number and would be identified 20 for those purposes. 21 MR. MARTIN: Thank you. 22 CHAIRMAN LEMAY: Thanks, Ed. Additional 23 questions of the witness? 24 If not, he may be excused. 25 You may call your next witness, Mr. Stovall.

1	MR. STOVALL: I'd like to call Mr. Bill
2	Dalness, please.
3	BILL DALNESS,
4	the witness herein, after having been first duly sworn
5	upon his oath, was examined and testified as follows:
6	EXAMINATION
7	BY MR. STOVALL:
8	Q. Mr. Dalness, would you please state your name
9	and place of residence?
10	A. My name is Bill Dalness. I'm I live in
11	Santa Fe, New Mexico.
12	Q. And how are you employed, Mr. Dalness?
13	A. I'm a geologist with the Bureau of Land
14	Management, and the BLM, New Mexico State Office.
15	Q. And you're involved in the You're in the
16	Fluids Division; is that correct?
17	A. That's correct, the Branch of Fluid Minerals
18	and the Division of Mineral Resources.
19	Q. And have you had any involvement or
20	participation at all in discussions with the OCD
21	regarding these proposed rules and the BLM activity
22	regarding abandonment, temporary abandonment
23	procedures?
24	A. Yes, I have.
25	O. And so you are familiar with both the OCD

1 Rules and with what the BLM is proposing; is that 2 correct? 3 A. I am, yes. 4 MR. STOVALL: Mr. Chairman, I'm not offering Mr. Dalness for any particular technical expertise, but 5 rather just to summarize what the relationship between 6 7 the BLM and OCD has been and discuss in general some differences in the rules, and I therefore offer him for 8 that purpose, and I don't know that I need your 9 10 approval but I'll ask for it anyway. CHAIRMAN LEMAY: I'll certainly qualify him 11 12 as an expert witness. (By Mr. Stovall) Mr. Dalness, would you just 13 Q. start out by just briefly telling the Commission what 14 has happened from the BLM standpoint as far as their 15 activities with temporary abandonment and the 16 17 coordination with the OCD? 18 Α. Is it okay if I read this statement, because 19 I do think the statement explains the position very well, you know. 20 Yes, that's fine. 21 Q. 22 Α. Yes. 23 "The Bureau of Land Management, New Mexico 24 State Office, has over the past several months reviewed 25 the development of the revised OCD rules concerning

abandonment of State and fee wells. BLM has independently developed a proposed Onshore Oil and Gas Order to supplement the Federal regulations concerning abandonment of Federal wells. The objective of BLM's involvement in the OCD rules has been to suggest conformance as much as possible between the OCD rules and the BLM proposed Order concerning the abandonment of Federal wells. Consistency in the BLM and OCD rules will facilitate operator compliance as well as administration and enforcement by both agencies.

"The BLM recently completed draft Onshore Oil and Gas Order Number 8, entitled 'Well Completions, Workovers, and Abandonments' which will supplement the Federal Onshore Oil and Gas Operations regulations at 43 CFR 3160. This Order addresses the requirements for abandonment of Federal wells. This Order will be published as proposed rulemaking in the Federal Register, hopefully --" I just added that word, "hopefully." "-- by September 30, 1990. Copies of the proposed Order," which you may comment on, "may be obtained after it is published from the Bureau of Land Management, New Mexico State Office..."

Q. And it's your understanding, and you are aware, that the BLM and the OCD technical staffs have had some discussions regarding some of the specific

provisions; is that correct?

- A. That is correct.
- Q. And are you in a position that you can comment on some differences between -- and we understand it's a proposed order that is not even yet published for comment, and these rules which are proposed for adoption by the Commission today.

I believe we discussed with Mr. Sexton
earlier the issue of permit time. Now, it's my
understanding, and correct me if I'm wrong, that under
the statutes, your permit can actually only be issued
for a year, but that the BLM is looking at a three-year
test period for wells, even though they be permitted
annually; is that correct?

- A. That's correct, and that is the way the Order is expected to read when it is published as proposed rulemaking.
- Q. And I believe there also was some comment that the BLM pressure-test limits are different from those proposed by the OCD; is that correct?
- A. Correct. We expect when it's published that it will be 1000 p.s.i., as opposed to the 500 in the OCD rule.
- Q. And are there any other differences of any substantive nature between that --

A. Well, those are the only three that come to mind, to my mind at this time. There are probably others, but these seem to be the three most important ones.

I also want to mention that the order is not just abandonments. It does, of course, involve other completions and work orders on federal wells.

- Q. And just so there's no ambiguity in the record about this issue, once that Order is published in the <u>Federal Register</u>, then that is subject to comment and then possible revision after comments --
  - A. That is correct.

Q. -- are submitted; is that correct?

And I would note for the record that, having participated in the discussions with the BLM, that there may be some comments submitted with respect to the three-year/five-year test period. It's just simply at this point a difference which is not based upon any substantial technical differences of opinion, but rather an approach to the procedure.

And I would also comment that this is -- and perhaps, Mr. Dalness, you can confirm -- just one of several examples of where the BLM and OCD have cooperated to try to create some uniformity between the operation on state fee lands and federal and indian

1	lands in the State of New Mexico, correct?
2	A. Indeed.
3	MR. STOVALL: I have no further questions of
4	Mr. Dalness.
5	THE WITNESS: Can I
6	CHAIRMAN LEMAY: Mr. Dalness?
7	THE WITNESS: I have some minor technical
8	suggestions I would like to bring forward and
9	Q. (By Mr. Stovall) Oh, I'm sorry. I do have a
10	question. Do you have some minor technical changes
11	that you'd like to recommend for the rule? I'm sorry.
12	Please?
13	A. Yes. These are suggestions, again, in
14	keeping with the interaction we've had in the
15	development of these regs, or these rules, proposed
16	rules.
17	On Exhibit 3, Rule 202, Plugging and
18	Permanent Abandonment, A, Notice of Plugging, to be in
19	conformance with federal regulations we suggest that
20	not only is a notice of intention to plug filed but
21	that a wellbore diagram also be made available.
22	This is done on federal wells, and we as
23	administrators find this very valuable. This is a
24	suggestion.
25	Under B, Plugging, on Rule 202, we also

1	suggest that the operator give the OCD 24-hour notice
2	prior to plugging. This would be consistent with a 24-
3	hour notice that you're requiring under a under
4	2023-b for temporary abandonment.
5	And the last suggestion we have is under 204,
6	Wells to be Used for Fresh Water. The statement is
7	made, "the well need not be filled above the sealing
8	plug"
9	We believe a better word there would be
10	"plugged," if indeed that's what you mean.
11	I have no other comments.
12	MR. STOVALL: Now I have no further
13	questions.
14	CHAIRMAN LEMAY: You can leave any further
15	comments you'd like to say, Mr. Dalness.
16	THE WITNESS: That's all I have.
17	CHAIRMAN LEMAY: Would you submit the
18	questions?
19	Are there any questions of Mr. Dalness?
20	Commissioner Humphries?
21	EXAMINATION
22	BY COMMISSIONER HUMPHRIES:
23	Q. Mr. Dalness, I didn't get completely what you
24	said in your in Rule 204
25	A. Yeah.

1	Q where you said "filled above the
2	sealing plug"
3	A. Yeah, "the well need not be filled above
4	the sealing plug"
5	Now, I am not a petroleum engineer and don't
6	claim to be technically competent, perhaps, in this
7	particular statement. But I've been told that the word
8	"plugged" may be a better word there. "Filled" may
9	be give a wrong impression. We're suggesting that
LO	the word "filled" be replaced by the word "plugged."
<b>L1</b>	Q. Oh. And on your suggestion that the Bureau
12	of Land Management's test be performed at a level of
L3	1000 pounds per square inch, versus 500 pounds per
L4	square inch, which is the suggestion of this rule, was
15	there some difference in opinion about why doubling the
L6	pressure would
L7	A. I cannot speak to that. I was not involved
L8	actively in the development of that Order, and I do
L9	want to let everybody know that when that is published,
20	it's open to comments, and at that time concerns along
21	those lines should be expressed to the BLM.
22	COMMISSIONER HUMPHRIES: Thank you. I don't
23	have any further questions.
24	COMMISSIONER WEISS: I don't hav: any
25	questions.

	10
1	EXAMINATION
2	BY CHAIRMAN LEMAY:
3	Q. Mr. Dalness, you gave three I guess I
4	missed one
5	A. Okay.
6	Q three areas of difference between
7	A. Yeah.
8	Q the OCD. One was 1000
9	A. Right.
10	Q. versus 500
11	A. That's right.
12	Q. Three-year versus five-year test period, and
13	what was the third?
14	A. The one-year approval time, the three-year
15	versus the five-year testing, and the other one is the
16	pressure difference we just mentioned, the 1000 versus
17	the 500.
18	Q. Well, I had I had that, and I also had the
19	three-year test period versus five-year.
20	A. We We approved temporary abandonment for
21	one year. You are up one year at a time.
22	Q. I see.
23	A. You are up to five years.
24	MR. STOVALL: Mr. Chairman, I think there's a
25	difference there. That they've got a bifurcated

1	process, if you will. The testing process is not
2	necessarily tied to the permit process, because the BLM
3	just largely because of statutes, so that's the
4	intention.
5	CHAIRMAN LEMAY: All right, thank you.
6	Additional questions of the witness?
7	If not, he may be excused.
8	Do you have additional testimony?
9	MR. STOVALL: I have nothing further. I'm
10	done.
11	CHAIRMAN LEMAY: At this time we will take
12	comments.
13	Yes, sir? For Amoco, Mr. Collier?
14	MR. COLLIER: Commissioners, Amoco Production
15	Company appreciates being heard in this matter.
16	Amoco supports the proposed 200-series rule
17	changes, but we believe that the accompanying
18	amendments to Rule 0.1 Definitions should be further
19	revised prior to their adoption.
20	The definition of temporary abandonment is
21	proposed as "the status of a well which is inactive and
22	has been approved for temporary abandonment in
23	accordance with the provisions of these rules."
24	In turn, the proposed definition of "inactive
25	well" is "a well which is not being utilized for

beneficial purposes such as production, injection or monitoring and which is not being drilled, completed, repaired or worked over."

"Shut-in well" is proposed as meaning "a production well which is capable of production but is not currently producing, or an injection well which is not currently being used for injection. Wells with no production or injection volumes for a given reporting period shall be reported as shut-in on the appropriate report filed with the Division."

The term "inactive well" is applicable to wells that would be included in the proposed terms "temporary abandonment" and "shut-in well."

From a reporting standpoint, such as on Form C-115, the difference between these latter two categories is reflective of the time period a well has been an "inactive well" and whether or not "temporary abandonment" approval has been obtained.

If a well has had no activity for less than 12 months it would be an "inactive well" reportable as a "shut-in well" unless "temporary abandonment" had been approved by the Division. If a well has not been active for 12 months or more then it must be plugged and abandoned unless "temporary abandonment" status approval has been obtained.

The inclusion of a separate definition of "shut-in well" is confusing, and we believe it to be unwarranted. The addition of that definition may simply lead to controversy between lessors and lessees with respect to shut-in provision of their leases, and adds nothing beneficial to OCD rules.

Therefore, Amoco recommends that no definition of "shut-in well" be included in the rules and that the proposed definitions be revised to read as follows:

"Temporary abandonment" shall be the status of a well which has been approved for temporary abandonment in accordance with the provisions of these rules.

An "inactive well" shall be a well which is not being utilized for beneficial purposes such as production, injection or monitoring and which is not being drilled, completed, repaired or worked over.

Wells with no production or injection volumes for a given reporting period shall be reported as shut-in or temporarily abandoned on the appropriate form, including Form C-115, filed with the Division.

To summarize, we are basically reducing the definitions to the fact that a temporarily abandoned well is always an inactive well, but an inactive well

1	is not necessarily temporarily abandoned. An inactive
2	well has either a shut-in well status or a temporary
3	abandoned well status.
4	CHAIRMAN LEMAY: Is that the conclusion of
5	your statements
6	MR. COLLIER: Yes, Mr
7	CHAIRMAN LEMAY: and recommendation?
8	Thank you, Mr. Collier.
9	Are there additional statements in the case?
10	Comments?
11	If not, we
12	MR. STOVALL: Mr. Chairman, I'd like to point
13	out
14	CHAIRMAN LEMAY: Mr. Stovall?
15	MR. STOVALL: that in case anybody wants
16	to make comment, because this is a rulemaking it is not
17	necessary that it be done in a formal sense nor that
18	they be sworn. If any additional parties wish to make
19	comments at this time, procedure would permit them to
20	do so without being sworn, just as opinion comment.
21	CHAIRMAN LEMAY: All right. Not only that, I
22	think the Commission will leave the record open in this
23	case for 15 days for further written comment concerning
24	our proposed rules and regulations.
25	At that time, we shall take the case under

advisement. 1 2 Yes, sir, Mr. Sexton? 3 MR. SEXTON: I might clarify a few of the differences we discussed with the BLM in the proposed 4 regulations. 5 6 We went with a five-year period based on EPA approval of a five-year mechanical-integrity test for 7 8 injection wells, which is consistent with our total policy. 9 10 And on the 500-pound pressure tests, you have to consider that BLM operates offshore, onshore. We're 11 low-pressure reservoirs in New Mexico, compared to some 12 of the others, and this is where we came up with the 13 14 difference. 15 If you were trying to get one set of pressures for the entire nation, ours might not be 16 17 right. So we did consider these factors, and that's 18 where our differences stem from. 19 CHAIRMAN LEMAY: Thank you for the clarification. 20 21 Additional comments concerning the case? We shall leave the record open 15 days for 22 additional written comment, close the record and take 23 the case under advisement. 24 25 Thank you very much, Mr. Stovall

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(Thereupon, these proceedings were concluded
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      at 10:10 a.m.)
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1	CERTIFICATE OF REPORTER
2	
3	STATE OF NEW MEXICO )
4	) ss. COUNTY OF SANTA FE )
5	
6	I, Steven T. Brenner, Certified Shorthand
7	Reporter and Notary Public, HEREBY CERTIFY that the
8	foregoing transcript of proceedings before the Oil
9	Conservation Commission was reported by me; that I
10	transcribed my notes; and that the foregoing is a true
11	and accurate record of the proceedings.
12	I FURTHER CERTIFY that I am not a relative or
13	employee of any of the parties or attorneys involved in
14	this matter and that I have no personal interest in the
15	final disposition of this matter.
16	WITNESS MY HAND AND SEAL May 26, 1990.
17	Setting The second
18	STEVEN T. BRENNER
19	CSR No. 106
20	My commission expires: October 14, 1990
21	ny commission expires. Cocoser 14, 1990
22	
23	
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