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10	Certain amendments to Rule 902 of the	CASE 8078
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	BEFORE: Commissioner Joe Ramey, Chairman	
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RAMEY: We'll call next

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Case 8077, which is in the matter of the hearing called by the Oil Conservation on its own motion to consider the establishment of a classification of natural gas wells to be

known as "hardship wells", which wells will be entitled to priority access to natural gas pipeline transportation faci-

MR.

lities.

MR. PEARCE: May it please the Chairman, I am W. Perry Pearce, appearing in this case on behalf of the New Mexico Oil Conservation Division.

I would once again suggest that it would be more efficient to consolidate the hearing of this case with the next case shown on the docket, which is a re-opening of the previously heard Case Number 7962.

I believe the subject matters of these two cases are related to each other and can be more efficiently handled together.

MR. RAMEY: All right, without objection we'll consolidate Case 8077 with Case 7962, which is in the matter of the hearing called by the Oil Conservation Commission on its own motion to consider certain amendments to Rule 902 of the Oil and Gas Rules and Regulations.

MR. PEARCE: Once again, Mr.

Chairman, I have one witness. I would like the record to reflect that that witness has been previously sworn and

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	4	reflect, Mr. Pe	MR.	RAMEY: The recor	d will so
	5 6	in these two cas	Are es?	there any other app	Dearances
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left out.

We're here to consider establishing a hardship gas well classification, and these hardship gas wells would receive priority access to the gas market for the purpose of preventing waste, and we would also propose today the establishment of rules for applications for hardship gas wells and rules for approval operations, and so on.

Now the background of this issue goes back into 1982. Beginning in May of 1982 the gas market in New Mexico became severely depressed. We had declines from 9.8 percent to 28.5 percent in gas production on a month to month basis in 1982.

The declines continued in 1983 and we wound up the year with something like a 10 or 11 percent decline even below 1982 levels.

As a result, the pipelines have been forced to curtail production by either periodically shutting in wells that they're connected to or by limiting the volumes that can be produced from wells.

Now there are wells in New Mexico which may be damaged by this type of shut-in, or by being curtailed below the minimum sustainable flow rate. The Morrow wells in southeast New Mexico are a prime example of this. These wells contain water sensitive clays and oftentimes after a period of shut-in the waters build up in the well, they don't come back as strong as they were before, and there are indications that reserves of gas have been lost

because of this shut-in.

Also, because of shut-ins, some wells have experienced extraordinarily high operating costs because of extensive swabbing that's had to be done to get the wells back on production, and if the wells are shut in every month, as the pipelines would like to do in this difficult production time that we've got, this may result in premature abandonment because the operating costs may just get too high to continue to produce that well, and if this happens, then those reserves would also be lost in the reservoir, and in both cases what we would have would be underground waste.

Now, operators had been asking the Division for some time for some relief in this area.

Now the pipelines were kind of in a tough spot in helping to provide this relief in that if they don't shut in all the wells equally or don't treat them all equally they may be in violation of State ratable take laws and rules. So they were also asking the Division for some sort of relief.

In any event, the Division Director did appoint a study committee to look into this problem, and that committee was chaired by Mr. Jim Allen of Amoco, and included Hugh Ingram from Conoco, Dave Bonneau from Yates Petroleum, Hap Weaver from Mobil, Tom Dugan, who represented an independent operator, himself, and Paul Burchell from El Paso Natural Gas Company.

Now this committee met for a couple of

long days here in Santa Fe and they corresponded extensively and then they made a series of recommendations to the Division Director, and I believe that I have embodied the recommendations in our proposed Rules 408 through 412, which are included in Exhibit One, and then also the proposed form, which is a part of Exhibit One.

And the only way that I know to cover these things is just to go through these rules one at a time, so let me start on that.

Rule 408, in paragraph A says that a hardship gas well is defined as a gas well wherein underground waste will occur if a well should be shut-in or curtailed below its minimum sustainable flow rate.

No well shall be classified as a hardship gas well except after notice and hearing or upon appropriate administrative action of the Division.

Wells approved as hardship gas wells under Rule 409 and/or Rule 110 shall be given priority access over other gas wells to the current available gas market to the extent that they might otherwise be restricted below the approved minimum flow rate.

Rule 409 is entitled Application for Hardship Gas Well Classification.

Paragraph A, or Section A, rather, Application for hardship gas well classification shall be made in the form prescribed by the Division and shall include the following:

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(1) A narrative description of the problem, or problems, which leads the applicant to believe that underground waste will occur if the well is shut-in or curtailed below its ability to produce.

- (2) Documentation that the applicant has made all reasonable and economic attempts to eliminate or correct the problems or an explanation and justification as to why such attempts were not mae.
 - (3) A wellbore sketch.
- (4) Historical data, such as permanent loss of productivity after shut-in, frequencey and actual cost of swabbing after shut-in, or curtailment including length of swab time required, actual cost figures showing the inability to continue operations without special relief, or any other data which would show that shut-in or curtailment would cause underground waste.
- (5) If failure to obtain a hardship gas well classification would result in premature abandonment of the well, a calculation of the reserves which would be lost thereby.
- (6) The minimum sustainable producing rate as determined by minimum flow or "log-off" test, or documentation of well production history.
- (7) A plat and/or map showing the proration unit dedicated to the well and the ownership of the offsetting acreage.
 - (8) The name of the authorized trans-

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porter and purchaser, if different, of gas.

And (9), any other data the applicant considers relevant.

Section B states, application for hardship gas well classification shall be made in duplicate and
the original copy -- with the original copy being filed at
Santa Fe and a copy being filed with the appropriate District office.

In addition, the applicant will notify the transporter and purchaser of gas from the well and all offset operators of the application and the requested minimum producing rate and shall so certify to the Division in his application.

Rule 410. Processing of Applications for Hardship Gas Wells.

The Director of the Division may administratively approve any application for hardship gas well classification or he may set such matter for notice and hearing.

B. (1) Applications which are to be approved administratively shall be listed in the Dockets of the Division or Commission hearings which are issued from time to time.

(2) If no affected party has filed written objection to any such proposed administrative action within twenty days following the date of the hearing for which the docket is issued, the application may be approved.

If any such party shall file an objection before or within such twenty day period, the application will be set for hearing unless withdrawn by the applicant.

own, or upon the request of an affected party, may require a minimum flow (log-off) test on the well for which the hardship classification is being sought. The applicant shall give notice to the Division, the gas transporter and purchaser, and the requesting affected party, of any minimum flow test conducted following such request in order that such test may, at the option of the Division, or said parties, be witnessed.

Notice of any minimum flow test conducted prior to submitting a hardship gas well application shall be given to the appropriate Division district office, the gas transporter and purchaser, and offset operators, in order that such test may, at the option of said parties, be witnessed.

Rule 411. Emergency Hardship Gas Well Classifications.

The supervisor of the appropriate Division district office may grant emergency approval of a hardship gas well classification upon receipt of a copy of the application form and attachments and a request by the applicant.

Approval of such emergency classification shall be made in writing to the Director of the Division,

the applicant, and the purchaser. Emergency approval shall be given for 90 days on a one time only, basis.

Rule 412. Limits on Hardship Gas Well Classification.

A. No hardship gas well classification shall be retained for a period in excess of one year, unless the applicant shall annually request an extension thereof and certify that the condition of the well has not substantially changed.

B. The Division on its own motion may require that the applicant show cause why approval of a hardship gas well classification should not be rescinded in cases of suspected abuse, changed market conditions, or for any other reason.

C. Any well classified as a hardship gas well located in a prorated gas pool shall accumulate over or under production. No well which is classified as a hardship gas well shall be shut in for reason of overproduction.

D. Affected parties may petition the Division for a hearing for the purpose of offsetting any ratable take advantage which might be gained by the operator of a hardship gas well.

If you'll back up to C above there, what this would mean in prorated gas pools is that wells would not be shut in if they became six times overproduced. Wells wouldn't be shut in if they did not make up in the next proration period overproduction from the previous proration

period.

But it would mean that we would continue to keep up with overproduction in hardship gas wells so long as they ever had any overproduction and hopefully, when the market condition improves, that overproduction would then be balanced by underproduction.

Now the next page of this exhibit is Side One of the proposed application for classification as a hardship gas well, and this is very similar to our Form C-108 in that it would lead the applicant through the filing process. It's just like a cookbook for submitting your application, and I don't believe I need to go through that form, except to go to the second page, which will be Side Two of the form and read what it says in paragraph 2 there because I think that this paragraph really embodies the feelings of the committee.

This states that the only acceptble basis for obtaining a hardship classification is prevention of waste with the burden of proof solely on the applicant.

The applicant must not only prove that waste will occur without the hardship classification but also that he has acted in a responsible and prudent manner to minimize or eliminate the problem prior to requesting this special consideration.

If the subject well is classified as a hardship well, gas well, it will be permitted to produce at a specified minimum sustainable rate without being subject

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to shut-in by the purchaser due to low demand.

 The Division can rescind approval at any time without notice and require the operator to show cause why the classification should not be permanently rescinded if abuse of this special classification becomes apparent.

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Okay, if we take a look at the last page here, we might as well move on into Case 7962, and I have what's labeled Exhibit Number Two in this case.

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This case originally was heard on September 22, 1983, with the purpose to amend this rule to bring casinghead gas under the common purchaser and ratable take provisions of Rule 902, and this was to bring the rule into conformance with Section 70-2-19 of the Oil and Gas Act, which had been amended by the 36th Legislature.

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Now we took no action, or no action was taken, at that time because of the hardship gas well problem. El Paso Natural Gas was present at that hearing and they pointed out that they — they did have a problem with paragraph (a) of this rule right at the end, and they had a proposal, and now what we have done is amended paragraph — the last part of paragraph (a) to read as follows: The provisions of this subsection shall not apply to (1) to any well or pools used for storage and withdrawal from storage of natural gas originally produced not in violation of the rules, regulations, or orders of the Division; (2) to persons purchasing gas principally for the use in the recovery or production of oil or gas; or (3) to any well which has

been designated as hardship well by the Division.

Só now this rule would track the proposed Rules 408 through 13, or whatever the numbers are that we just went through.

Q Do you have anything further on these consolidated cases, sir?

A Just one further comment. If we look back in the last provision of Rule 413, no, I'm sorry, that's Rule 12, Rule 412 (d), that does say that any affected party can petition the Division for the purposes — for hearing for the purposes of offsetting any ratable take advantage that might be gained.

It looks as though in the prorated pools, as I said, overproduction will accumulate to these wells and eventually that can be made up. We have quite a few pools that are not prorated, though, and it's conceivable that some operator out there might feel that his correlative rights were being violated by his neighbor having a hardship gas well classification, and this will allow him to come before the Division and present his case and it clearly permits him to do that, and give us an opportunity to allow him in some manner to protect his correlative rights.

Q Thank you, sir.

MR. PEARCE: Mr. Chairman, I have nothing further on direct in these consolidated cases.

I would move the admission of the exhibits in these cases and request that the record in

15 1 the previously consolidated cases also be supplemented by 2 admission of the exhibits used in those cases. 3 All right. RAMEY: 4 Pearce, Exhibits One and Two will be admitted, plus the pre-5. vious exhibits. I think One and Two for the first case and 6 One for the other two -- other three cases. 7 PEARCE: I believe that's MR. 8 correct, sir. Thank you. MR. RAMEY: Are there any ques-O. tions of Mr. Stamets? 10 If not, he may be excused. 11 Mr. Nance, do you wish to put a 12 witness on? 13 MR. NANCE: El Paso obviously 14 is in support of -- of both of the proposed rules changes, 15 the additional rules for hardship wells and the inclusion of 16 hardship wells within Rule 902. We were prepared to put on a 17 witness to answer any questions that any parties might have 18 about our reason for requesting that these rules be -- be 19 proposed and be passed. 20 It appears at this point 21 there no such need and we would like simply to put on a 22 closing statement at the time that that becomes appropriate. 23 MR. RAMEY: It appears to be 24 appropriate right now. **25**. MR. NANCE: All right. As I

said, El Paso did suggest that Rule 902 be further amended to include the mention of hardship wells, and we feel that the proposal of the Commission appropriately handles that concern of El Paso's, and we therefore fully support the Rule 902 amendment.

With regard to the establishment of rules for hardship wells themselves, we are, again, in full support of the proposal of the Commission. El Paso's own experience, as Mr. Stamets has mentioned, is a part of the impetus for this hearing. We had been getting requests from a number of producers to keep their wells on production during a period when we were experiencing a serious market decline and it was beginning to appear more and more likely that we would have a serious problem in keeping all wells on line, which had been requested, and taking only the gas that we needed to supply our market demand.

We had requested that our producers write to the Commission and request special classification of their wells as hardship wells and, again, as Mr. Stamets had mentioned, this hearing -- first of all, the industry committee work and now this hearing, were the results, at least in part, of El Paso's request to producers.

El Paso did work with the industry committee. We feel that the proposed rules that were brought up here are an accurate reflection of what the committee's concensus was. We feel that the rules are necessary.

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We recognize that there is at least some possiblity that correlative rights may be sacrificed, at least to some extent, in favor of prevention of waste. We think that the final portion of Rule 412 adequately addresses itself to that problem and we think that where there is a conflict between prevention of waste and protection of correlative rights, that in this particular instance public policy demands that prevention of waste be given somewhat higher consideration.

do require an appropriately high standard of proof in order to obtain hardship well classification. We think that the standards that are set here will prevent abuse of the hardship well classification and will result in the classification being given only to those wells that legitimately deserve it.

Finally, El Paso's own position as a pipeline taker of gas, we think is appropriately served by the proposed rules and that they will continue to allow us sufficient flexibility in operating our pipeline by appropriately limiting the number of wells that will be given this hardship priority and will thus allow us to continue to ratably take in accordance with the existing rules of the Commission and the laws of the state, and at the same time give some special treatment to -- to those few wells which would deserve it.

Thank you.

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you, Mr.

Nance.

Mr. Allen.

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MR. ALLEN: Mr. Commissioner,

RAMEY:

Thank

Amoco Production Company supports the adoption of Rules 408 through 412. We do so recognizing that it will probably place a significant additional work load on the Division staff.

MR.

I'd also like to comment that I think Mr. Stamets did a good job in referring the feelings of the committee when he summed up these rules and I think I can say for the committee that I agree with Mr. Nance it's certainly our intent that the proof be a high degree.

MR. RAMEY: Thank you, Mr. Al-

len. Mr. Nutter.

MR. NUTTER: First of all, Dan Nutter, Consulting Engineer in Santa Fe.

First of all, I would like to commend the Commission and its staff for attacking a problem which is obviously a severe problem these days.

I have a couple of observations to make, however.

A of Rule 408 and in the fourth line of Subsection (1) of Section A of Rule 409 we find that we're talking about curtailing wells below their ability to produce. Now of course we know that many wells can be curtailed below their ability to produce and be curtailed efficiently, but if you curtail

them below some other level they! Il get into a problem area.

Now, of course, this is recognized on the second page in Section (6) of -- or Subsection (6) of paragraph A of 409 where it talks about the minimum sustainable producing rate, and also in the last paragraph of Subsection -- of Section B, where we're talking about the requested minimum producing rate.

So I would like to make it clear that I believe it's the intent of the rule to not prevent curtailment below ability to produce, as outlined in paragraphs 408 and Subsection (1) of A of 409. It's not below the ability to produce, it's below the ability to produce at a sustainable efficient rate.

I would also wonder about Rule 410, which is the emergency hardship gas well classification. Now it would appear that the supervisor of the appropriate District office could grant emergency approval upon receipt of a copy of the application form, attachments, and a request by the applicant.

Now does this mean that this would be a complete application that would be filed in accordance with the previous rule, where you would take all your attachments, your plats, your statement, your proof of minimum sustainable producing rate as determined by a minimum flow (log-off) test, and you'll file this with the District as well as the Santa Fe office, and then just simply send a letter to the District saying I've got an emergency.

Therefore I want a 90-day one-shot deal pending the time that the Division acts? Is this -- is this the extent of it?

MR. RAMEY: I'll let Mr. -- let

Mr. Stamets answer that.

MR. STAMETS: That is the intent and if you will look on Side One of the form, up at the top in the heading, operator, address, lease, pool, transporter, and below that is a line that says, "Are you seeking emergency hardship classification for this well? Yes. No." And if the applicant put "yes" on there, then when the District received this they would act accordingly.

MR. NUTTER: Okay, every well

is an emergency, then, and you'll expect for every application to be approved first for 90 days by the District and then when will it be placed on the docket, prior to the end of the ninety day period, when the public will be given notice of this and the opportunity for offset operators to object would come up, because everybody is going to say I've got an emergency here, they're cutting -- they pinched my well in this morning. I've got an emergency, here's all my material, I need an emergency classification as a hardship.

Now, I --

MR. STAMETS: Mr. Ramey, I've given a little bit of thought to this. You know, the time limits are -- are pretty tight here because we don't issue dockets all the time. Now I've thought that we're going to

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be in a position where we're going to have to almost put every one of these things on a docket when it comes in except those which are so poorly put together that they're obviously not in an approvable fashion, and so there may be some that will show up on a docket which shouldn't be approved, which may ultimately be not approved administratively and set for hearing.

But with only ninety days to work with we're going to have to move along pretty swiftly, and I just don't see any way, at least at first, you know, if we get 200 applications the day after we issue this order, we're going to be put in a position where we're going to have to put them all on the docket and then review them at our leisure.

MR. PEARCE: Excuse me, Mr. Stamets, in your opinion if — if the procedure is adopted so that the Division takes such administrative steps as necessary to assure prompt docketing of each of these applications, is it your opinion that the ninety day period set forth in Rule 411 is sufficient?

MR. STAMETS: Just barely.

MR. PEARCE: Just barely is

good enough. Thank you, sir.

MR. NUTTER: I might suggest that in the cases where it could be handled by the Division Director in his approval, that he would go ahead and put the application on the docket when he receives it and then the

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2	approval given, the emergency approval that's given by the				
3	District office would be up to ninety days, rather than for				
	the full ninety days, and then the Division Director could				
4	act in his own expedient manner and possibly have the thing				
5	issued in 45 days.				
6	Also, I don't think it's clear				
7	in the rule, once a well is classified as a hardship well is				
8	it necessary for any review action to ever be made, or does				
9	that well continue to have the hardship classification for-				
10	ever and ever?				
	MR. RAMEY: I thought there was				
11	a year, a one year period before it came up				
12	MR. NUTTER: And then is it re-				
. 13	viewed at the end of one year?				
14	Okay, then my last comment				
15	would be on the last paragraph of Rule 411, the				
16	MR. STAMETS: I might point out				
17	Mr. Nutter has an outdated version of this and in your copy				
18	there are two 409's, and starting at the second 409 you need				
19	to add one				
li Northead	MR. NUTTER: And 411 is now				
20	412, also.				
21	MR. STAMETS: Yes.				
22	MR. NUTTER: I heard you refer				
23	to 412 but I was reading 411.				
24	I believe that Mr. Stamets men-				
25	tioned in his direct testimony that affected parties would				

include other operators in a prorated pool. I'd like to make the observation that I believe that every producer of gas anywhere in the market area, whether he's in that pool or in another pool, is affected during the times of curtailed market demand, because every well that is produced affects market demand to some extent.

MR. STAMETS: Mr. Ramey, I don't believe that I defined what an affected operator was, and I purposely did not do that; leave that as broad as we could under a new operation that we're not really sure of at this point.

MR. NUTTER: I made the observation because during your direct testimony you mentioned other operators in the prorated pool, and I'd like to observe that I believe every operator is affected, whether he's in that prorated pool or any other pool.

MR. STAMETS: I would agree

MR. NUTTER: Thank you.

MR. RAMEY: Mr. Allen.

MR. ALLEN: Mr. Chairman, on behalf of the committee, I feel like there might be a misunderstanding here that I can clear up.

It was not our intent that under the emergency provision that any time anyone files one it would be approved by that District Supervisor.

I think the rule reads he may

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grant the approval. If he's not convinced of the emergency, the District Supervisor can deny it and then the hearing could grant it.

MR. RAMEY: I'm wondering on this time period if we couldn't incorporate in the order that -- something to the effect that all wells which are presently classified as -- or carried as hardship wells could not so be carried for an additional ninety days or so?

Mr. Nance?

MR. NANCE: Mr. Commissioner, El Paso certainly would be in a position to maintain that classification for wells tied to its system, which we are currently treating as hardship wells. Ninety days sounds like quite a reasonable period.

MR. RAMEY: Then an operator could ask for an additional ninety days, perhaps, if it came to the place where we were not able to process all these applications.

Any other statements?

MR. JAMES: Mr. Commissioner.

MR. RAMEY: Yes.

MR. JAMES: Steve James on be-

half of Mesa Petroleum of Amarillo, Texas, and, of course, Mesa very rarely takes a position in the industry that would differ from those of our companies like Amoco and ARCO, but in this case we just have to oppose the entry of these rules. We feel like what we're going to receive in the

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James.

future is a letter from the EPNG's and the (not understood) that say, well, we had to take all this gas from all these hardship wells, we can't take gas from your wells, we're going to not pay any attention to our contracts.

And we feel, of course, that hundreds, when you talk in hundreds of applications, that you're underestimating what's going to happen. We think there are going to be thousands of applications.

We'd cite the San Juan Basin as an example. For every -- every well that you grant hardship status out there, there are going to be a hundred wells with similar economic circumstances, and we just -- we feel that right now the Commission has in its broad powers to prevent waste, you know, the ability to deal with the compelling cases, and we feel like these -- we've heard the word "abuse" fifty times this morning already, and we think that's what is going to happen. We think it's going to be abused.

And with one well, no one's going to come in here and object if a guy files one appliction. What's going to happen is when there are hundreds of applications been granted and then the ratable take system is falling apart.

MR. RAMEY: Thank you , Mr.

Any other comments?

MR. PEARCE: The Division will

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     stand on its masterful direct examination of Mr. Stamets.
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                                  MR. RAMEY: With that, the
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     Commission will take these cases under advisement.
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                          (Hearing concluded.)
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CERTIFICATE I, SALLY W. BOYD, C.S.R., DO HEREBY CERTIFY that the foregoing Transcript of Hearing before the Oil Conservation Division was reported by me; that the said transcript is a full, true, and correct record of the 8. hearing, prepared by me to the best of my ability. Salylo, Boyd CSR