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| NEW ME          | XICO OIL CONSERVATION COMMISSION |                  |
|                 | COMMISSION HEARING               |                  |
|                 | SANTA FE , NEW MEXICO            |                  |
| Hearing Date    | SEPTEMBER 28, 1995               | Time: 9:00 A.M.  |
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#### STATE OF NEW MEXICO

# ENERGY, MINERALS AND NATURAL RESOURCES DEPARTMENT OIL CONSERVATION COMMISSION

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| IN THE MATTER OF THE HEARING   | ) | •            |
|--------------------------------|---|--------------|
| CALLED BY THE OIL CONSERVATION | ) |              |
| COMMISSION FOR THE PURPOSE OF  | ) |              |
| CONSIDERING:                   | ) | CASE NO. 11, |
|                                | ) |              |
| HEARING CALLED BY THE OIL      | ) |              |
| CONSERVATION DIVISION TO       | ) |              |
| AMEND RULE 104                 | ) |              |
|                                | ) |              |
|                                |   |              |

#### REPORTER'S TRANSCRIPT OF PROCEEDINGS

COMMISSION HEARING

# ORIGINAL

BEFORE: WILLIAM J. LEMAY, CHAIRMAN
WILLIAM WEISS, COMMISSIONER
JAMI BAILEY, COMMISSIONER

September 28th, 1995 Santa Fe, New Mexico

This matter came on for hearing before the Oil Conservation Commission on Thursday, September 28th, 1995, at the New Mexico Energy, Minerals and Natural Resources Department, Porter Hall, 2040 South Pacheco, Santa Fe, New Mexico, Steven T. Brenner, Certified Court Reporter No. 7 for the State of New Mexico.

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#### APPEARANCES

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Santa Fe, New Mexico 87504-2265
By: W. THOMAS KELLAHIN

\* \* \*

| 1  | WHEREUPON, the following proceedings were had at          |
|----|---|
| 2  | 9:12 a.m.:  |
| 3  | CHAIRMAN LEMAY: And we shall call Case 11,351,            |
| 4  | which was the matter called by the Oil Conservation       |
| 5  | Division to amend Rule 104 of the General Rules and       |
| 6  | Regulations.  |
| 7  | I'd like at this time to call for appearances in          |
| 8  | Case Number 11,351.                                       |
| 9  | MR. CARROLL: Rand Carroll on behalf of the New            |
| 10 | Mexico Oil Conservation Division.                         |
| 11 | CHAIRMAN LEMAY: Thank you, Mr. Carroll.                   |
| 12 | MR. KELLAHIN: Mr. Chairman, I'm Tom Kellahin of           |
| 13 | the Santa Fe law firm of Kellahin and Kellahin, appearing |
| 14 | this morning on behalf of the New Mexico Oil and Gas      |
| 15 | Association.  |
| 16 | I have three witnesses I'd like to be sworn.              |
| 17 | CHAIRMAN LEMAY: Thank you. How many witnesses             |
| 18 | do you have, Mr. Carroll?                                 |
| 19 | MR. CARROLL: I have no witnesses.                         |
| 20 | CHAIRMAN LEMAY: No witnesses?                             |
| 21 | Are there any other appearances in Case 11,351?           |
| 22 | Will those witnesses that will be giving                  |
| 23 | testimony please stand and raise your right hand?         |
| 24 | (Thereupon, the witnesses were sworn.)                    |
| 25 | CHAIRMAN LEMAY: Mr. Kellahin, you may begin.              |

MR. KELLAHIN: Thank you, Mr. Chairman.

CHAIRMAN LEMAY: I might, for clarification, indicate that Rule 104 was discussed at the last Commission hearing, and -- Well, I guess you might go into the background information to inform the Commission and also the people in the audience what transpired concerning this, Mr. Kellahin, for introduction.

MR. KELLAHIN: Mr. Chairman, on August 10th of 1995, the Commission commenced a public hearing to consider 104. And as part of that process, the industry made a presentation to you. Those presenters, I'd like to have them identify themselves for you so you know that they're back before you today.

Mr. Alexander, would you identify yourself and explain what you do?

MR. ALEXANDER: Yes, I'm Alan Alexander. I work on the NMOGA Committee for this Rule 104 amendment. I'm employed by Meridian Oil, Inc., in the Farmington, New Mexico, office, and I have been addressing spacing and setback concerns during this process.

MR. KELLAHIN: The next party that participated,
Mr. Chairman, was Bill Hawkins of Amoco Production in
Denver. I'd like him to introduce himself and explain his
involvement in the process.

MR. HAWKINS: Bill Hawkins with Amoco. I'm in

our regulatory affairs group, a petroleum engineer, and
I've been working on regulatory affairs matters for New
Mexico since about 1988. I participated on this NMOGA
Committee in reviewing the proposed rule changes. I did
not make any testimony at the last hearing on this issue,
but I did help with the Committee in establishing these
proposed rules.

MR. KELLAHIN: And then next, Mr. Chairman, Jerry Hoover of Conoco in Midland. I'd like him to identify himself and explain his participation in the process.

MR. HOOVER: I'm Jerry Hoover of Conoco in Midland. I've been working with New Mexico regulatory affairs for the last 20 years. I most recently have been participating with the NMOGA task force that's been looking at the Rule 104.

MR. KELLAHIN: Let me take a moment, Mr. Chairman, and describe for you how the exhibit book is organized.

Behind Exhibit Tab Number 1 is the pre-filed summary that I prepared and submitted to the Commission on Monday. In addition, behind that same tab is our Committee's work product, which represents Rule 104 with recommended changes.

Those changes in terms of this format are identified whereby the shaded area, the red-line notation,

is a proposed addition. If there's a strike-through, it represents a proposed deletion.

In addition, behind Tab Number 1 is an exhibit tab wherein, further discussing the proposed changes, we have found a change, and that is shown on page 9 and it's identified as a replacement page. And so we'll talk about that in a moment. But the purpose of Exhibit 2 is to show a replacement page for the draft that was circulated to the Commission on Monday.

And then behind Tab Number 3 is illustrations so that we can help you visualize some of the components of the spacing rules that we're about to discuss.

Beyond that, then, is some additional schematics and illustrations, again to try to visualize what our objective is and how we have proposed some suggested solutions.

And then finally, behind Exhibit Tab Number 5 is again another way to approach the same topic.

You'll recall back on August 10th, when the Commission first entertained a visit of Rule 104, the Division staff had presented to you -- through Mr. Jim Morrow, I believe it was -- the concept to expand the ability of the Division to administratively approve unorthodox well locations.

You may remember from the February industry

presentation, one of the concerns of the industry was to minimize the expense and avoid the delay of Commission hearings and Division hearings, particularly on nonstandard locations for which there was no objection.

A number of those cases appear on the Examiner dockets, because there is limited discretion for them to administratively approve locations that are sought based upon geologic reasons.

When you heard this case in August, then, the Division presented you with a broadened scope to their administrative process, whereby any applicant could seek an unorthodox location in his spacing unit at any location for geologic reasons.

In addition, there was discussion about modification of the notice requirements. One of the problems we deal with before the Division is notice. The hearing rules for notice on unorthodox location requires us to notify those operators towards whom the well encroaches. If there is no operator, then you notify those adjoining lessees or unleased mineral owners.

The question is, how broad a scope do you have to that notice?

The current administrative rule requires you to notify everyone around the spacing unit, even if you're moving away from it. And in 23 years of doing this, I have

yet to see someone object to being moved away from. We think it's an unnecessary burden.

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Those are the two themes. We discussed those back in August. We're back to show you the work product of the industry Committee which re-examined those issues. We are not asking for anything different than the concepts initiated by Division staff, which were to relax the administrative approval rules, broaden their scope, and establish the means by which all this technical data can flow to the Examiner for an administrative approval process, rather than require that expert to appear and bring the same evidence to a public hearing on the Examiner docket.

In addressing those issues, then, we have proposed some rules changes for you, and they have been summarized in the summary sheet.

The process that we went through is that this group of experts prepared rule changes, and we distributed those to the industry. The only comments we received back were with regards to the deep gas wells in southeastern New Mexico that are spaced upon 320 acres. There was concern by operators down there, that they wanted some automatic setbacks for deep gas when those applications were filed administratively, so that they could rely on the Division to set for hearing any request that encroached upon a

certain minimum setback.

For example, in 320 gas pools, the standard well right now is 660 from the side boundary and 1980 from the end boundary.

The proposal by those members of the Association in those pools were that if there's an administrative request for geologic reasons that's closer than 660 out of any corner, then that becomes too close, and they want that to go to hearing.

There are no other operators for any other pool that wanted to limit the Examiner's discretion, then, when he processes one of these cases administratively. They were comfortable with and were willing to rely upon the process where they get certified mailed notice of those administrative applications. And with that guarantee of notice, then, they could protect themselves by filing a timely objection and taking that administrative case to a hearing.

So that was the general process we used. We have polled the industry and have determined their comments as to our proposals, and that was the one comment we received back, the general topic.

What we're suggesting to you today is that you consider our work product as a proposed rule change, you let us present our case today and leave the record open for

an additional 30-day period so additional written comments might be supplied to you, and we will once again poll our membership to see if there is someone who has not yet responded to some issue that we're discussing.

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But I think, as far as we can determine, there is widespread agreement in the industry as to the draft we're about to discuss.

You may recall back on August 10th, one of the items we struggled with was the Division's proposal to relax an interior limit. You may remember that in the San Juan Basin there's an interior setback in a spacing unit so that you have to be 130 feet off an interior quarter-quarter line.

The Division has recommended, and the industry supports, reducing that to 10 feet. That is consistent with what is done with the coal gas spacing rules in the San Juan Basin, and it is our position it's appropriate in the San Juan Basin.

At the August 10th hearing, the Commission

Chairman quizzed us about the suitability of relaxing the rule in southeastern New Mexico. We have re-examined that issue based upon his comments, and we believe it is not appropriate to change the rule in southeastern New Mexico and relax that interior dimension. I think it's a 330 setback, if I'm not mistaken. But the concept of a 10-foot

setback in southeastern New Mexico is not our position. We withdraw any suggestion that you do that.

I talked about the deep gas spacing for an automatic default setback for administrative applications. We very much appreciate, and the industry enthusiastically supports administrative applications for geologic reasons and to allow the discretion of the Examiner to act on those applications.

We think it's appropriate in the circumstance, we see no reason to establish strict criteria. For more than 40 years this industry has relied upon the experience and expertise of a well-informed Division staff who has the talent and the ability to judge these matters, and we would like to have them have the flexibility to process these administratively and avoid the hearings.

Lastly, we have struggled with the notice issue. It's easy to describe the objective; it is difficult to execute on paper. We have some illustrations which we're going to present to you, to show you what we think is the answer, and we'll defer to you as to a final solution. But we think we have approached a solution where only those operators and interest owners towards whom you're encroaching get notice, and those are the parties that object.

Here's what we're trying to solve. I had one of

these kinds of cases a few weeks ago for Nearburg Producing Company, and we were obligated to notify everybody around us because there were unleased acreage around the spacing unit. There was no operator and no spacing unit. We were dealing with a rectangular-shaped spacing unit. It was an 80-acre spacing unit. Offsetting us, you couldn't decide which way the 80 acres was oriented. And so we chose to orient both directions.

In doing so, we picked up additional owners. I had 160 people we notified, half of which came back. Not one objection. It cost \$500 in postage. It seems to be an unnecessary burden to go to that excess in terms of notification when it means nothing to the process.

So that's what we're trying to do, is to avoid unnecessary notification. And in doing so, we have provided some illustrations to you to help you visualize what is hard to describe verbally.

I'd like to present the parties that participated in the Committee in the following order:

I'm going to ask Mr. Hawkins to help us understand the San Juan Basin. He's a petroleum engineer that has extensive experience in the San Juan Basin.

I'm going to ask Mr. Alexander, who's a landman in that same area, to comment on the San Juan Basin.

And then finally, I'll ask Mr. Hoover to comment

1 as an engineer with his experience in southeastern New Mexico, so you'll have a quick taste of the two different 2 areas. 3 I don't propose to have a lengthy presentation. 4 5 I'm simply providing an opportunity for you to ask some questions for clarification so that you can understand your 6 7 way through our point of view. And with your permission, Mr. Chairman, then, 8 I'll ask Mr. Hawkins to come forward. 9 10 CHAIRMAN LEMAY: Please do. 11 J.W. "BILL" HAWKINS, the witness herein, after having been first duly sworn upon 12 his oath, was examined and testified as follows: 13 14 DIRECT EXAMINATION 15 BY MR. KELLAHIN: Mr. Hawkins, let me have you turn to the exhibit 16 0. 17 book and let's look at Exhibit Tab Number 3. 18 Α. Okay. 19 And if you'll look at the first display, it says Q. "Current", and then the second display says "Proposed". If 20 you'll note the caption, we all know how to spell "Rio 21 Arriba". When the two "r's" are together, it looked like 22 23 an "m" to somebody, but we really do know the counties of 24 New Mexico. 25 Mr. Hawkins, let's take a moment so that

everybody understand where we are now and have you explain for the San Juan Basin what is identified as current standard well locations.

A. Okay, the first picture you have here, marked "Current", shows the two types of spacing units that we generally have in the San Juan Basin. We've got a 160-acre spacing unit shown up here in the northwest, and then we have a 320-acre spacing or proration unit shown on the east half.

And inside those spacing units, we've shown through this hashed marker what the current requirements are for locating wells.

And just to describe those quickly, they require a 790-foot setback from the boundary of the spacing unit and a 130-foot setback from the interior quarter-quarter.

If you go to the 320-acre spacing unit, it's identical on each of the quarter sections. And I guess that, you know, pretty much describes the way we handle it currently.

- Q. Now, those are specific to the San Juan Basin, are they not?
  - A. That's correct.
- Q. You get down in southeastern New Mexico, and you've got different setbacks?
  - A. That's right.

Q. All right. Let's deal with the San Juan Basin then.

A. All right.

- Q. Let's look at the proposal now as the Committee has recommended, and in fact as the Division has recommended, changes in the San Juan Basin.
- A. Okay. If we turn to the page to the exhibit marked "Proposed", you'll see that for those same spacing units we have retained that same setback of 790 feet from the exterior boundaries of the spacing unit. So we're not proposing any change here that would allow us to move closer to another spacing unit offsetting us.

But we are recommending a change of the interior setback from the quarter-quarter line, from the 130-foot that currently exists to 10 foot. And the reason for this is to open up the legal drilling window within this quarter section to allow us a little more flexibility to locate our wells and not encroach on anybody else, any other exterior spacing unit.

The 10-foot setback would still require the well to obviously be located in one of the 40s, so that it would be easy to identify which unit are you in and keep us -- You know, in the event there's any kind of differences in ownership within those 40s or whatnot, it's real obvious that you're on somebody's certain tract of land and not

right on the boundary.

But it does allow the operators a little more flexibility to locate wells, and in the San Juan Basin I think you'll recognize that the biggest drawback we have to development is the extreme topography that we have in a lot of the canyons in that area. There's a lot of archeological concerns that require wells to be moved around. And for the most part this would just provide a little more flexibility to operators to be able to move around those obstructions and still not have to come in and request a location exception.

- Q. Now, this would be for standard locations, now, if the Commission adopts the change, and so you would simply permit your well in the usual fashion and not have to obtain an administrative or a hearing order for a well within this expanded standard window?
  - A. That's right.
- Q. Describe for us what is your experience -- what your position and then your experience with regards to expanding the opportunity to have geologic-based unorthodox locations approved administratively. How does that impact the San Juan Basin, and what is your position?
- A. You know, the expansion we're asking for there is for the administrative hearing for geologic concerns that an operator may need to move his well in order to recover

the resources under a spacing unit for some geologic reason.

In the San Juan Basin, that's a really -- a rare occasion. We've got a fairly blanket-type sands that are not going to see a significant change in recovery, whether you put it in the center of the spacing unit or locate it somewhere else. So I wouldn't expect that the geologic reason for administrative location exception would be used very much in the northwest pools.

- Q. Insofar as the pools in the northwest are concerned, do you see any reason for an automatic setback which would require a hearing for geologic reasons?
- A. No, I really don't. I think -- I think for one, that the occasions would be very rare, that the location exception would be for a geologic reason. For the most part, they're going to be topographic or for archeological concerns.

If there was some -- I mean, where I can see a potential for that is maybe in the Fruitland Coal where we have this high-pressure envelope that cuts through -- I mean, it kind of divides part of the Fruitland Coal into a high-pressure area with typically better production and better recoveries, and a low-pressure area. And there have been a few cases where operators have asked for, for geologic reasons, the ability to move that well into that

high-pressure envelope.

Those could even -- could still be handled administratively, but there would be, obviously, notice to the offset operator through certified mail, and that operator -- the offset operators would have the opportunity to object to that.

So I don't see the need for any type of a buffer setback for those kind of conditions, and I do think the administrative approach is reasonable for those conditions as well.

- Q. Let me ask you to turn to Exhibit Tab Number 5. Well, I've gone too far. Let's go to Exhibit Tab Number 4.
  - A. Okay.
- Q. And perhaps the second page of that may be a way to illustrate this. The topic I want to discuss with you is what you and the other Committee members did with regards to refining the notice rules.
  - A. Okay.
- Q. Give us a summary, and here's perhaps an illustration that serves to point that example. Summarize for us what you were trying to accomplish.
- A. The current rules require, when you ask for a location exception, that you notify all of the offset operators completely surrounding the spacing unit.

And as Mr. Kellahin explained a little earlier,

you're moving towards some spacing units and you're moving away from others. And it's almost a given that the people that you're moving away from really could care less that you're moving away from them. They're certainly not going to object that you're violating their correlative rights to get their fair share.

So what we're trying to do is change the rules that would allow an operator to only notify those parties that the well is being moved towards that might potentially have some concern about protection of their correlative rights.

We've got two exhibits here. The first exhibit just kind of explains what we do today, and it does show all of the -- If you look at the first page here, that's got a blue hashed mark, shows the spacing unit that we're in.

And then surrounding that are the owners or the operators of the spacing units that would be notified for the location exception.

And as you can see, some of these owners -- and we're not even showing the ones completely to the south, but certainly some of these owners are not being crowded in any way by the change in this well location.

Of particular interest, I think, is the black

(505) 989-9317

cross-hatched areas that are undeveloped where no operator has been yet declared, and notice would be given to all of the lessees or unleased mineral owners within those 320-acre areas.

What we're trying to do is hone in on who are the parties that are really going to be affected? So if we turn the page to the second page, our proposal would limit that same notification for that same type of a wellbore to the areas that are shown in green and red and blue crosshatch.

And the way that that is done in the northwest would be to draw a circle around the proposed well location with a radius of 790 feet, which is the -- currently the minimum setback for a standard location. And where that circle crosses into the other spacing units, we would identify, you know, which are the parties that are -- would require notification.

If that spacing unit is developed and an operator has been declared, as in the northern setback here in Section 2, then that operator would be the party that gets notified.

If the spacing unit has not yet been developed, such as the west half of Section 1, which is the cornering diagonal offset, or the north half of Section 12, then we're going to notify the lessee or the unleased mineral

owner that gets cut by that 790-foot circle. And you'll see that even in the cornering area where the circle did not cut, that lease still is contiguous to this spacing unit, and we're recommending that that party get notification as well.

But we would limit it to just those immediately offset leases that are contiguous when the property is undeveloped.

- Q. When the Commission reads the exact language of our proposed Rule 104, in your opinion, does it execute what you've just described?
- A. I think it does. We had a difficult time coming up with the best wording that might describe that, but I think we've done a fairly good job at it, and it should be clear to most people that are reading that rule.
- Q. Is there a rationale or a concept to tie the length of the radius back to something of relevance with regards to well locations?
- A. Well, we think that the 790-foot setback, which is the minimum setback for a standard location, is satisfactory to define those parties that are being encroached upon.

And so that -- We tied back to that radius to use as a tool to identify who gets notification.

Q. And as you move to different pools in different

parts of the state, then, the radius would change to 1 reflect the distance required for a standard well minimum 2 in that pool? 3 That's right. So if you move to the southeast 4 and you have a different setback than 790 feet, that's the 5 measure you would use to identify who gets notification in 6 those pools. 7 And in all instances you would always notify the 8 adjoining spacing unit if it had a spacing unit and a 9 dedicated operator? 10 That's correct. If it's developed, then you 11 Α. 12 identify who the operator is and you notify them just like 13 we do today. The only thing we're doing is, we're trying to 14 eliminate primarily those parties that we're moving away 15 from and then more clearly define who are the parties when 16 it's undeveloped that really require notification on this. 17 Do you and your company support the proposed Rule 18 Q. 104 changes that we're submitting to the Commission? 19 Yes, we do. 20 Α. MR. KELLAHIN: That concludes my questions of Mr. 21 Hawkins. 22 CHAIRMAN LEMAY: Any additional questions of Mr. 23 Hawkins? 2.4 Commissioner Bailey? 25

#### EXAMINATION

#### BY COMMISSIONER BAILEY:

- Q. This notification would apply to locations for oil and gas wells?
- A. Yes. Now, we're talking -- The part that I've testified to is in the northwest, and we're primarily gas wells there. There are some oil wells in the Gallup Pool. But it would be for all wells, either oil or gas, that you're asking for some location exception to the -- either field rule or general rule.
  - Q. I'm zeroing in on the oil wells --
- A. Okay.
  - Q. -- because there are some.

Are there are 40-acre spacing units for oil wells in the northwest?

- A. Typically, we're looking at an 80-acre oil well spacing unit in the Gallup. I don't believe there are any 40s, but there could be.
- Q. If there are 40-acre spacing units in the northwest, how would that impact this radius if we have 10-foot offsets from interior lines?
- A. Well, if we -- The 10-foot offset for the interior lines probably would not come into play on those 40- or 80-acre spacing units. Those are going to be located within -- They probably have a 330-foot setback

requirement or something of that nature for those oil wells.

The 10-foot setback that we're looking at here is strictly for gas wells in the San Juan Basin.

- Q. But if a gas well is recompleted to an oil well --
  - A. Right.

- Q. -- the we have a gas well who was permitted with a 10-foot interior offset --
  - A. That's right.
- Q. -- that's now become an oil well in a nonstandard location, crowding three other potential lessees.
  - A. Uh-huh.
- Q. Do we have a problem with notification if our radius is only 10 feet?
- A. I don't -- You know, I don't really envision that it would be a significant problem, and the reason I say is that in the northwest pools, we -- as again I would say, we're primarily gas pools. There is one zone that has some wells that are classified as oil, because they produce at a lower GOR. The production is fairly limited. I wouldn't even say it's a fairly significant pool out of the entire San Juan Basin.

The other thing that I think would prevent that from being a significant problem is that since the primary

product that's being developed in the San Juan Basin is gas, most of the leases that are given there are given on a 160-acre spacing or larger. It's pretty rare that you have it broken down into a 40-acre lease, actually, for those pools in the northwest.

So the most likely condition is that if you did have a well that you recompleted into the Gallup and it was oil and it happened to be 10 foot off, you would ask for a location exception, you would notify the offset operator. Typically, it's going to be the same operator that owns this well, because the leases are usually of a large enough size. But in the event that there was some other operator there, they would still get notification and have the opportunity to object to that. So I really wouldn't envision that being a significant problem in the northwest pools.

- Q. My concern is the size of the radius of the notification. Does it shrink down to 10 feet?
- A. No, I wouldn't think. We're talking about crowding the exterior boundary, and if you were in a 40-acre pool and the minimum setback was, say, 330 feet, or 660 feet or whatever that number happened to be for that pool, that would be the radius that you would use to identify who gets notification.

The 10-foot is only the minimum setback in the

gas pools. It's not the same setback for the oil pool, so you wouldn't even consider using that for notifying a location exception in the Gallup Pool. You would use the minimum setback for the Gallup Pool.

- Q. Except for recompleted wells, right?
- A. Well, no, even for a recompleted well, if you took a Mesaverde or a Dakota well and you recompleted it to the Gallup, and if you're not in a legal location for the Gallup then you would notify the owners that you're moving towards and you would use the minimum setback for the Gallup Pool to establish the radius to identify the notice.

So I don't think the 10 foot would even come into play in that. That's just one of the interior boundaries for the gas pools.

COMMISSIONER BAILEY: Okay, that's all I have.

CHAIRMAN LEMAY: Commissioner Weiss?

## EXAMINATION

#### BY COMMISSIONER WEISS:

- Q. Does -- I don't know about the situation in the northeast, I don't have a great deal of experience there.

  But some places, when they survey things for right-of-ways, for power lines and fences and ditches and roads, they put them all on -- you know, on legal --
  - A. Right.
    - Q. -- section lines. And then, when you start

crowding it down to 10 feet, is that going to raise a 1 problem here, your 10-foot setbacks? 2 I don't think it will. Right now, we have a 10-3 Α. foot setback for the Fruitland Coal Pool. So, you know, 4 however we're dealing with those type of issues there, we 5 would continue to deal with them in the same fashion for 6 7 the other pools in the northwest. COMMISSIONER WEISS: We have no experience with 8 9 that? CHAIRMAN LEMAY: Yeah, we haven't had any problem 10 to date with that 10-foot setback in the northwest. 11 12 COMMISSIONER WEISS: That's the only question I Thank you. 13 had. 14 EXAMINATION 15 BY CHAIRMAN LEMAY: Mr. Hawkins, I've got some threshold questions 16 Q. 17 here. It seems like what you're saying is, rather --18 leases versus proration unit, you're talking about 19 20 notification to lessee, to operators that are directly offsetting a proposed -- Well, let's look at page 2. It 21 22 will be easier to explain Exhibit 4. 23 You're talking there about notification to the south half of Section 2. What would happen if that 24

proration unit or another proration unit that was formed

would encompass the east half of Section 2? The operator in the northeast corner would not be notified?

- A. I'm not sure if I'm following what you're saying.

  If the --
- Q. You have an established proration unit there, the south half, I understand that. That would be a proration unit for the same formation that this target well was -- that this well was --
  - A. Right.
  - Q. -- targeted for.
  - A. Okay.

- Q. So there would be very little chance of having the northeast quarter of Section 2 be part of an offsetting proration unit?
- A. If that spacing unit had been established as an east-half spacing unit in Section 2, then an operator would have been designated for that east-half spacing unit, and that operator would get notification.
- Q. But you're talking about what spacing unit is already established?
  - A. That's right.
  - Q. Okay, so --
- A. If there's a well drilled and it's producing from the same pool and then there's been a spacing unit established, we would identify who that operator is and

notify them, regardless of -- You know, as long as it's contiguous and you're moving towards them.

- Q. So that would take care of the offset proration units that have been established?
  - A. Right --

- Q. It's where you -- Let's assume --
- A. -- the undeveloped.
- Q. -- that we don't have a problem in non-unitized areas. I mean, so much of the San Juan Basin is unitized, where you unitize the -- the royalty's taken care of, you're operating within a unit, you have rules protecting correlative rights by the -- by virtue of its being unitized.
  - A. Right.
- Q. So in non-unitized areas where you're notifying only the lessee or lessor, where there hasn't been a proration unit established, it's not unitized, is there any protection for those lessors that would be in an offsetting proration unit but would not be in the 40 acres directly affected?
- A. Well, in the example that we've shown here, there really would not be. Those people would not get any notification. The justification for that, I think, is that there's been no one -- no well that's been drilled yet.

  There's nobody there that's been established as an operator

for that land tract. There's no well that would be adversely affected as of yet by this location. Yet we would still at least give notice to the parties that were immediately offset.

But you're correct, there are owners of leases or mineral owners out, then, in a potential spacing unit that are not getting notification.

- Q. The other question that comes up all the time would be the protection of rights of royalty owners. Are you assuming that the operator, by virtue of their legal document, their lease, with whoever might have owned the land, the mineral owners or in effect -- offset operating -- overriding royalty interest owners, that those interests would be protected by the operator? Is that the assumption?
- A. Yeah, and that's the rule, and that's as it presently exists today. And when the operator has been declared and a spacing unit is developed, then that party is deemed to have the responsibility for protection of drainage and protection of correlative rights for all of the parties in that spacing unit.

The other thing that we do when it's undeveloped is, if there are leases out there, then we notify the lessee. And again by virtue of that contract with the mineral owner, he assumes -- the lessee assumes the

responsibility for protection of correlative rights there.

So we're not really proposing that we change the type of owner that we notify, but the number of the owners, you know, within the surrounding area that actually get the notification.

It's always been that we notify the operator. If there's no well, we notify the owner of the lease. If there's no owner of the lease, then we notify the unleased mineral owner.

But the point is, how many of those people actually need to get the notice, I guess, is the question.

- Q. Yeah, I think that's the threshold. Obviously when you're moving away from someone, logic seems to dictate that you wouldn't have to notify those people. But how many people you have to notify as you're moving toward someone might be a debatable issue.
  - A. Right, that's right.

CHAIRMAN LEMAY: Any more questions? That's all I have. Thank you, Mr. Hawkins.

MR. KELLAHIN: We're going to go right to the southeastern New Mexico. Mr. Alexander endorses and supports Mr. Hawkins' responses and conclusions, so to save you some time, let me go straight to the southeastern part of the state.

Call Mr. Jerry Hoover.

#### JERRY W. HOOVER,

the witness herein, after having been first duly sworn upon his oath, was examined and testified as follows:

#### DIRECT EXAMINATION

#### BY MR. KELLAHIN:

2.4

Q. Mr. Hoover, let's deal with the topic under discussion as it applies to southeastern New Mexico, and deal first of all with the interior setback.

You can confirm for me that the original suggestion that we relax the interior setback in southeastern New Mexico to the 10 foot raises the kinds of issues that Commissioner Bailey was describing, that are of importance as to those reservoirs, and that would be too aggressive a location exception, would it not?

- A. As a general rule, that's correct. That concept was originally proposed strictly out of concern for gas; but realizing the potential problem that it might create with oil completions, we concur with your ideas on that.
- Q. Let's go, then, to the first topic I want to point your attention to. Let's look at Exhibit Number 3, and there are a set of similar displays where we have a current and a proposed setback for standard wells as it applies to Lea, Chaves and Eddy and Roosevelt Counties. Here we're dealing with the existing rules on the first page. Quickly show us what we typically have for the gas

well locations in southeastern New Mexico.

7.7

A. All right. This is the third sheet under Exhibit 2 [sic], as the rules currently allow, we have the example again of a 160 and 320 tract. As you can see, typically, on the square proration unit, the 160, it's a 660 setback all the way around the unit, 330 interior setback from all quarter-quarter lines.

The only difference in the 320 is that you have an end setback from the long ends of the proration unit of 1980 currently.

And you can see this provides us with some pretty small windows. Although we cannot claim the terrain problems that northwest has, we have other, additional problems which give us a great deal of difficulty in trying to locate wells within such a small framework.

The southeast has been so fully developed in many areas, we have so many pools to deal with in that thick section down there, we're covered up with pipelines and locations and roads and power lines, and it's often very difficult to locate a standard location within these small windows.

- Q. Let's go to the proposal, then, if you'll look at the illustration for proposed Rule 104, the 160-acre gas spacing does not change; that remains the same?
  - A. That's correct.

And when we look at the 320 gas spacing as to the 1 Q. end line, is that the only dimension you're seeking the 2 change for? 3 That's the only thing we're suggesting, is that we have a slight relaxation of the 320 proration units to 5 give us a little more latitude to find a standard location. 6 In addition to the surface problems, which are 7 just as real for us in flat country as it is in northwest 8 9 in the canyons, also, this is an age of new discoveries with 3-D seismic of small structures, very small new little 10 pools that are very difficult to space within. 11 The recommendation is from the industry committee 12 to relax the 1980 setback to a 1650 setback? 13 14 Α. That's correct. All right. Let's go to the concept of relaxing 15 Q. the administrative rule so that you can take unorthodox 16 well locations to the Division with an administrative 17 process for geologic reasons. 18 Is there support in your part of New Mexico among 19 the operators for avoiding the hearing process for those 20 21 kinds of cases? I think there's a great deal of support from all 22 Α. of the industry, people that I work with. 23

there, do you see any particular need to have an automatic

24

25

Q.

In terms of dealing with your reservoirs down

setback so that administrative requests for geologic reasons within a certain minimum distance of a boundary have got to go to a hearing regardless of the request?

- A. No, I do not. We typically present our best science and technical data to both the Commission and to offset parties, and there are ample opportunities, we feel, for the Division and/or the offset parties that are affected to bring this to a hearing if it looks like it is needed.
- Q. In circulating this concept to the other operators, were there some operators that requested an automatic setback insofar as the deep 320 gas spacing was concerned?
- A. There were some concerns expressed from some of the parties with that particular concept, just in the 320-acre deep gas units, and in order to provide some extra means of protection in those specific cases in those specific pools, we have agreed to ask for the minimum setback.
- Q. And that concept is in the draft the Commission has before it, is it not?
  - A. Yes, it is.

Q. Let's turn to that, so that they can see how that was integrated into the proposal. I think if you'll turn to -- is it page 10? No, wrong page.

A. Eight.

2.2

- Q. Page 8. Page 8, and it's subparagraph (3) in the center of page 8. That paragraph (3), then, is a special limitation for southeastern New Mexico, for these deep gas pools, and it provides an automatic 660 setback, and if you're in that range then you've got to go to a hearing?
  - A. That's correct.
- Q. All right. Let's turn now to the last displays in the book, and let's look at Exhibit 5 and talk about the notice issue.

Mr. Hawkins, I think, has set the stage for the concept in terms of providing appropriate notice to those parties being encroached upon. Does that concept and objective suit situations in southeastern New Mexico?

- A. We feel like it does. We have some different circumstances to deal with. Typically in the northwest, the setback is equal around the spacing units. In southeast, that's not typically the case.
- Q. Explain yourself. In a 320 gas pool in the San Juan Basin, 790 is the dimension all the way around?
- A. That's correct, all the way around the -- the exterior boundary.
- Q. In southeastern New Mexico, you deal with two different footage setbacks?
  - A. That's correct, the standard rule as it is now,

which we just discussed with the diagrams, is a 660 from the side boundary and a 1980 from the end boundary. There may be some pools which have some differences from that, but that's what the general rules are.

- Q. All right. And so because you're dealing with a rectangle which has two different setback dimensions for standard well locations, how do you propose to apply the proposed notice rule to your area of New Mexico?
- A. What seemed logical to us is to -- again, as they did in the northwest, to take the minimum setbacks toward which we are encroaching.

For example, the first plat that you're looking at under Exhibit 5 here is an example of that, a 320-acre proration unit in the white. We've just given a hypothetical grouping of offset spacing units, offset lessees, offset mineral owners.

And this first example is unorthodox only to the right side or the east side of the unit. If we change the end line distance to 1650, which we're proposing, this location would be standard to the north. So we're saying that it seems logical to us to use that side boundary, because those are the only parties towards which we are encroaching.

We have also conceded that even though this radius does not cut a corner, or that green tract, we're

conceding that that person should be notified, because there is a -- technically, a very slight encroachment in that direction.

- Q. Okay. When we deal with an encroachment in two directions, we have two different potential radiuses for the notice circle?
  - A. That's correct.

- Q. And if you'll turn to Case B, which is the second display behind Exhibit 5, let's illustrate how to make the notice work with an encroachment in two dimensions.
- A. All right, this is the same base plat. We have simply located our well in a position which encroaches both in the easterly and the northern direction, at 400 from the east and 1330 from the north.

And in a case like this we're suggesting that we use the larger setback from the end boundary, because that's -- we're encroaching -- and use that as our radius for notification. You can see we've marked, then, with the asterisk and the legend there, which party is either cut by that radius or would be involved in the notification process.

Q. When the Commission looks at Exhibit 2, which is a revision to page 9, and it's identified as a "Replacement Page", if they'll add that into the proposed rule, as they read through that, will that rule accomplish what you're

just described in these two illustrations?

- A. I believe that's correct. I think we've reworded that -- those subdivisions under 4 there, to better describe what we have graphically shown you in Exhibit 5.
- Q. Is there a logic to using the setback dimensions as the radius of notification to lessees and unleased mineral owners in southeastern New Mexico?
- A. We believe there is. After all, these minimum setbacks provided by the general rules and by the various pool rules, their whole purpose is to deal with encroachment on parties in those directions, and so we feel like it's very logical to use those minimum setbacks as the conditions of notification when we violate those setbacks with an unorthodox location.
- Q. If the Commission should elect to increase the radiuses, at some point by increasing the radius you would be obligated to notify interest owners in a direction from which the well is moving away?
  - A. That's correct.
- Q. In all instances here, you propose to notify an offsetting operator in a spacing unit that's currently dedicated, whether he's an adjoining or a diagonal?
  - A. That's correct.
- Q. And you're again attempting to deal, as Mr. Hawkins was, with the concept of particularly the 320

spacing in an adjoining section where there is no spacing 1 unit, then you have the dilemma of which way that 2 orientation is finally committed? 3 Α. Yes. 4 Under the current rules, you're in a situation 5 Ο. 6 where you would have to notify three-fourths of a section because it's not yet been dedicated? 7 That's probably the assumption we'd have to make. 8 MR. KELLAHIN: All right. That concludes my 9 questions of Mr. Hoover. 10 CHAIRMAN LEMAY: Commissioner Bailey? 11 COMMISSIONER BAILEY: No, no questions. 12 CHAIRMAN LEMAY: Commissioner Weiss? 13 EXAMINATION 14 BY COMMISSIONER WEISS: 15 Yeah, I think you explained it, but tell me 16 Q. 17 again --18 Α. Okay. -- why you didn't use -- Let me see. Yeah, on 19 20 Exhibit --21 Α. -- Three? 22 -- Three, in your Rule 104 for Eddy County, et cetera? 23 24 Α. Yes. And the standard -- The rule today is 1650 from 25 Q.

the north or south of these up-and-down units; is that correct?

- A. The rule today is 1980.
- Q. 1980?

- A. Yes.
- Q. Well, how come we don't just make them 660 all the way around from the exterior boundary? I mean, who -- You said something -- The operators don't like that for some reason, and that's not clear to me why they don't.
- A. Well, the 660 automatic setback was just a kind of an automatic trigger in case for some reason the process falls down. We don't believe it's going to, the notification process.

They just wanted some at least minimum boundary under which, you know, it would automatically have to go to hearing.

Now, you're talking about setting 660 for a standard location all the way around?

- Q. Yes, that would give you a much bigger window.
- A. Well, it would. It's also kind of hard to drill a 660 off of one end and claim that you're draining a 320 proration unit that way. More likely, you're draining half of yours and half of somebody else's, if you really --
  - Q. That's the --
  - A. -- go that far.

Q. That's the argument.

A. I doubt very seldom that we've ever asked for anything like that. I can't remember.

MR. KELLAHIN: Commissioner Weiss, you've put your finger right on the objective. The regulators many years ago made the choice, that in 320 gas pools, because the presumption is that they could drain in 320, it was inappropriate, then, to let them have a 660 location as a standard location, because it upset the drainage pattern. And so they forced them to a more centralized position in the section.

COMMISSIONER WEISS: But that's driven by industry, I would think.

MR. KELLAHIN: That was driven by regulation in order to keep all these corner shots from coming together in a Morrow channel.

THE WITNESS: And we're only asking for a minor relaxation of that to help us with the extreme surface location problems we've got now, as much as anything.

- Q. (By Commissioner Weiss) Yeah, I don't see why you didn't ask for 660 from all the boundaries myself.
- A. I think from a reservoir engineering standpoint, that's probably not desirable.
- Q. That's not sellable to the offset operators; is that correct?

That's right. 1 Α. COMMISSIONER WEISS: That was my question. Thank 2 I thought that's what you said. That's all. 3 EXAMINATION 4 BY CHAIRMAN LEMAY: 5 Let's see, Mr. Hoover, I've got a couple 6 Q. 7 questions. I guess the -- You're not recommending the default setback for oil under any circumstances? 8 9 Α. No, I think that decision was somewhat arrived at in discussion with your staff, that they did not 10 11 particularly recommend one and so we are not either. 12 feel like --13 Q. Let me explore a number of possibilities. I can 14 certainly see examples with 3-D seismic where you need to drill the crest of that seismic --15 Α. Yes. 16 -- because that's the purpose of going 3-D. 17 Q. 18 might have missed some oil. 19 Α. Right. I don't see any problems correlative-rightswise 20 Q. 21 or any other ways, if it's unitized or if you have workinginterest units. I'm talking about extreme encroachment. 22 Uh-huh. 23 Α. Extreme example, five feet from the lease line. 24 Q.

25

Α.

Yes.

Q. I don't see a problem, correlative-rightswise where you're talking about the possibility of another well in a proration unit to get additional drainage. We've seen 40-acre spacing, sometimes. Operators come to us and say, we'd like another well in there because we're looking at maybe some oil that was left, and then you get a waste issue. And you generally don't have a problem with that, because in the latter stages of reservoir development --

A. Yes.

Q. -- you're trying to get every possible drop of oil, and you need all the flexibility that you have.

I do see a problem in this concept in just plain closeology, and not -- We see it a lot in the Strawn where someone doesn't want to take enough risk to take the standard setback, so they want to crowd as close as possible to their discovery well or to a very good well.

A good example would be corner shots in a channel sand. You have four wells just clustered right together, draining what amounts to a pretty prolific part of the reservoir. But because you are clustering wells, you're really not draining the full reservoir. The next person that has to drill has a larger stepout; he's going the other side of your -- away from where you crowded. And there is a problem with that type of thing. We've discussed that many times.

So when you're looking at one size fits all, it's very difficult to say one size does fit all. It fits a lot of the situations that you need. It doesn't fit what might be considered just a risk-aversion strategy on the part of an operator to rules risk, therefore apply administratively.

And believe me, we've seen a lot of smoke in the geological area where we've see isopach maps, 3-D seismic that you see a buildup in an area, therefore let's crowd it 50 feet from the lease line. Not a structural play, but geological justification to, to my way of thinking, reduce risk. In those situations there's a problem.

MR. KELLAHIN: Let me respond, Mr. Chairman.

That's why you're the Director, Mr. Chairman, because you are the expert, and these regulatory orders that come to your desk either through the hearing process or the administrative process are all signed by you. And if you sense in your management of the industry and the regulation of our activities that that's taken place, then you deny the application. And I think that's your best solution, rather than forcing us to go to a hearing process, as opposed to an administrative process.

CHAIRMAN LEMAY: Well, denying an application, Counsel, always has the hearing-process option connected to it.

25 it

MR. KELLAHIN: In either context. 1 CHAIRMAN LEMAY: Yes. 2 THE WITNESS: Right. 3 (By Chairman LeMay) The other point, though --4 and this may be a matter of integrity -- wouldn't this in 5 essence destroy spacing rules in all fields? 6 7 Α. I would certainly agree with the potential problem that you're talking about, clustering wells. 8 That's a potential problem. 9 10 But in not putting an automatic setback to go to hearing, we're not suggesting that that's what we would 11 12 like to see. We still must go through the justification process for that. Not only the Division, but all the 13 involved parties around that, would have their opportunity 14 15 to object, to turn it down. We're simply suggesting that the notification 16 process is sufficient to keep everybody informed of such an 17 attempt of that, where it can be brought to light. 18 I could visualize even with the 3-D seismic --19 Ο. And agreed, it may not be our issue. But if you're going 20 to go five feet from a line to try and capture the top of a 21 structure, that offset operator has royalty owners that are 22 different, how is that protected short of compensatory 23 royalty or some deal like that? 24

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MR. KELLAHIN: This process is the same. They'll

get notice in either way, and they can object, and it is dealt with in that fashion. Or even in the absence of objection, your or your staff can recognize that is an unusual circumstance that you won't approve, and you simply say no.

CHAIRMAN LEMAY: Generally we don't have knowledge of different royalty owners. We do if it's federal, state, state fee. But different royalty owners and the same overriding royalty owners, we don't have those kind of records.

MR. KELLAHIN: We address it all the time when we're asked by the agency, what happens if? And they repeatedly ask us what happens to the land office, the BLM. And that information is provided upon request.

CHAIRMAN LEMAY: Overriding royalty interest owners?

MR. KELLAHIN: Yes, sir.

CHAIRMAN LEMAY: So you feel the correlativerights issue, both from a royalty and working interest point of view, is adequately taken care of by virtue of your lease agreements, I assume?

MR. KELLAHIN: And by the existing procedure, and all we're seeking is to move these category of cases to an administrative process. The notice issues are handled the same way.

CHAIRMAN LEMAY: Okay, any other questions?
Okay, thank you, Mr. Hoover.

I guess that's all you have. I have some questions. Maybe they would be directed at you, Counsel, because I -- This is just a more informal nature. I think rule-making needs to be informal. But you made some statements. I'd just like some clarification on them if I can.

MR. KELLAHIN: Well, let me suggest a process for you. Making rules is incredibly difficult. I find it to be the hardest thing I'm involved in doing. You know, it's like making fine wine. You don't stomp the grapes and eat the juice; it's got to go through an ageing process.

And my suggestion is, let us have the opportunity to present this rule to you, perhaps have the Commission give us some general guidance on where you want it to go.

We'll be happy to draft a finished product for you, even if we disagree with you, and then we can circulate that for comment to the industry and hopefully find a rule that is well serving.

CHAIRMAN LEMAY: Well, some of my questions really involve elaboration of some things you said. So --

MR. KELLAHIN: I will do my best, Mr. Chairman.

CHAIRMAN LEMAY: -- if you can elaborate, I'd appreciate it.

You mentioned that these rule changes were distributed to industry or industry was polled.

MR. KELLAHIN: Yes, sir.

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CHAIRMAN LEMAY: Could you expand how much -- what was done in terms of getting these out to industry and how many people were contacted?

MR. KELLAHIN: I think Ruth Andrews is -- Are you here? Ruth's here.

The process was, when we first saw the 104, that was distributed to the Regulatory Practices Committee of the Association. Ruth can tell us how wide a membership that is and how big the Association is. But it was widely distributed.

In addition, I prepared and circulated a questionnaire in terms of topics, which include all the ones we're discussing, to the industry. And in response to that there were questionnaires that were returned to us.

From that information, then, we have taken it to this technical committee and tried to simply edit these concepts, none of which are new, and have all been addressed internally by staff for a long time. Notice and how to handle administrative geologic cases.

What we plan to do is, after the meeting today, we will once again poll the membership of the Association for all those that are involved in this process, and get a

1 final suggestion on their comments. Ruth, how big is the membership of the Committee? 2 MS. ANDREWS: We have about 300 members of our 3 4 Committee, representing 250 companies. CHAIRMAN LEMAY: Well, might I suggest something 5 This particular rule draft you have here was not 6 else? 7 submitted in its form to your membership? MR. KELLAHIN: No, sir, not as the way it's 8 9 edited right now. 10 CHAIRMAN LEMAY: Recognizing there are some 11 independents to your group, but -- IPA of New Mexico didn't necessarily have a corresponding distribution or anything 12 13 to their membership? MR. KELLAHIN: As I understand it, a great many, 14 15 if not a substantial portion of their membership, is also members of NMOGA. Specifically, Randy Patterson with Yates 16 and Raye Miller with Marbob helped us with reviewing this 17 draft and provided the suggestions about the default 18 19 setback for the 320 pools in southeastern New Mexico. MS. ANDREWS: Chairman LeMay --20 CHAIRMAN LEMAY: Yes? 21 MS. ANDREWS: -- their president, Kevin McCord, 22 23 is also a NMOGA member --24 CHAIRMAN LEMAY: Yes. MS. ANDREWS: -- so he certainly had the 25

information that we distributed. I have no awareness of 1 whether --2 CHAIRMAN LEMAY: Yeah, Commissioner Weiss? 3 COMMISSIONER WEISS: Out of the 300 people that 4 5 you polled, how many replied? MS. ANDREWS: Many of the replies went to Tom, 6 7 some went to me. I would say at least 50, which is a very strong reply rate for our association. 8 MR. KELLAHIN: There were no dissents. 9 10 MS. ANDREWS: Fifty different companies. MR. KELLAHIN: There were no dissents on the 11 12 basic concepts. 13 CHAIRMAN LEMAY: How about royalty owner 14 representation? How many royalty owners do you have in your association? 15 MS. ANDREWS: I have no idea. We don't determine 16 our membership by royalty owners. 17 CHAIRMAN LEMAY: Thank you, Ruth. 18 We have a docket mailing list too. A suggestion 19 20 would be, we take your markup draft, we do submit it out to the general docket mailing list with the comments and bring 21 it back on the November 9th hearing, with the idea that any 22 23 additional comments could be heard then, but outlining some critical threshold issues. 24 Let me go over those with you, because I think 25

the threshold issues as I've see them -- and I welcome fellow Commissioner comment, dissent, support, whatever, on these threshold issues, are, number one, by instituting the encroachment concept rather than offset, you're going to offset mineral owners, leasehold owners, and not potential owners, in an offsetting proration unit.

I don't think -- I've not heard of any controversy moving away from someone, therefore they should be notified. That -- I mean, unless I hear someone is complaining about not being notified when people move away from you -- I think you're right on that one.

But I can see some problems on someone being encroached upon and not being notified because they would be part of an offsetting proration unit, and I know it's a hassle, because you've got to notify a lot of people. It could be a correlative-rights issue there.

MR. KELLAHIN: Here's the response. The party with the 40-acre tract up in the remote area of a future potential spacing unit has only rights to share in production insofar as that lease is concerned --

CHAIRMAN LEMAY: Right.

MR. KELLAHIN: -- and it doesn't trigger any contractual or correlative rights until it is consolidated into a spacing unit.

And so I don't see that there is a violation of

particularly those parties in an opposite 160 in the 320. 1 I think it's highly remote from a legal point of view. 2 CHAIRMAN LEMAY: That may be a legal argument. 3 I'm just trying to look at it in terms of -- maybe 4 5 threshold -- trying to crystallize the threshold issues, 6 where there may be some debate involved. I think that could be one, not moving away, but moving toward a 7 potential interest owner in an offsetting proration unit 8 that wouldn't be notified. 9 10 COMMISSIONER WEISS: That's not a unit. CHAIRMAN LEMAY: It's not a unit yet, no, it's 11 12 not a unit yet. And you may be right. It may be a legal 13 question; maybe it's just something that isn't a big issue. 14 MR. KELLAHIN: As a practical matter, like in the Nearburg case, I've sent out 160 of them, and there's 15 16 nobody that called except to tell me their address was 17 wrong and the next notice needs to be changed. 18 CHAIRMAN LEMAY: Maybe that's not an issue. COMMISSIONER WEISS: That's a fact. 19 CHAIRMAN LEMAY: Seeing ghosts here. 20 21 I think a more important issue, possibly, would be the default setback on oil where you're talking about 22 just no -- no limit whatever, and this may be arbitrary. 23 If you have a default setback, what would that be? 24 25 Increasing the options that's necessary in an ageing oil

basin, I would fully agree with.

But going right to that lease line, two, three, five feet, on an administrative order that we could -- we could reject -- There's no doubt we could reject it here.

That's one alternative.

Another alternative might be, just so the right signal is sent to industry -- not the signal that says, Hey, you guys can drill anywhere you want in that proration unit, we don't have spacing rules. That's the wrong signal to send. I think you can think about a different default than we currently have, whether it's half the existing distance that would not require a hearing, whether it be 100 feet. You know, the concept is open on default setback, and I think that's a pressing issue that needs more discussion.

The fact that you're not getting the default setback puts the burden of proof on -- I mean, it puts the responsibility on us to pick up those situations where operators want to play closeology.

They want to reduce risk, they want to use their science to -- And, really, what we're trying to do is protect them from themselves. If they use that and they want to flood the field later on, it becomes a waste issue, because you don't have those wells in any kind of equal spacing to have an injection pattern, we have to drill a

whole bunch of new wells.

In a sense it's almost protecting them from themselves by requiring the default setbacks, because otherwise -- We all know what happened when this industry began. We had -- Without proration units, we had derricks next to each other. No one -- I mean, they didn't want to have any risks, so they just drilled those wells right next to each other, and there was a big waste issue.

And in a sense this can send a signal as a waste issue by not having at least a default -- We've had classic examples where, whether it's for topography or for geologic reasons, they said, Well, we can't drill that far away.

And we show them on the proration unit, Well, you can drill way over here. I mean, getting away from this good well. And you don't have a topography problem, you don't have an archeological problem, you don't have a geologic problem.

Well, we'll drill the orthodox. You know, We'll -- We've seen that.

And rather than, in a very practical sense, engage in some gamesmanship with industry concerning what is a valid closeology play, versus a valid reason for moving that location, you might think about some minimum setback distances there so we just don't keep playing games in the regulatory arena.

MR. KELLAHIN: Well, I would argue to the contrary. I think you've got your regulatory gun pointed at the wrong problem. All we're asking for now is nothing different as to that issue. We're simply saying that these are exceptions.

The pool rules require a certain setback, and that's the standard. If you want to achieve an unorthodox location, you either have administrative process or a hearing process, all of which have the same notice obligations, all of which have the same regulatory obligations on you and your staff. What you're simply doing is giving us the flexibility as to form and not as to substance. And so if your regulatory concern is the corner shoot and all the complexities involved in that, that's just what we have now.

CHAIRMAN LEMAY: Well, there's a little difference, Counselor, now. I would say that now, to get a hearing approved for a corner shot -- Let's face it, it takes some money. They've got to come to Santa Fe, they have to hire you or someone else for you, they have to get an extra witness.

Many operators would take the chance on getting something by an administrative application, but if they have to come to Santa Fe and spend some money for that corner shot, they probably will back away from it.

So we're talking about what happens in the real world in terms of a signal sent to industry. I'm still concerned that the signal we send to industry without any valid pool rules or pool rules that aren't valid because you get an exception to them -- I think that's the wrong signal to send and that the obligation for us has to be to pick out all these things that come in that have alternatives.

I mean, it's a function of our time, it's a function of what we have to process in order to protect correlative rights and prevent waste. And therefore, I think it's valid to consider relaxing the setbacks short of hearing. But I just want you to discuss that a little more, that's all. I'm raising it as an issue.

MR. KELLAHIN: Well, we've discussed it at incredible length. The problem is, we're going to need feedback from the staff, because your staff knows the level at which they're being asked for exceptions. I don't know what their position is, but I assume that they have a printout, a forum, a way to determine what they've been doing and how aggressive they've been asked to grant exceptions. And if they would participate with us, we might be able to suggest some minimums.

But among the industry we haven't been able to handle that because it's too complicated, and what we

thought we were trying to achieve is what we asked you back in February, and that is, save us the expense of a regulatory hearing process, which accomplishes nothing more than making them spend some money. And I appreciate having the income. I've got two kids in college, and here today I'm working for free to do away with a rule that makes me money; I've lost my mind.

CHAIRMAN LEMAY: Well, you'll -- You'll have to increase taxes, and we've got to process all those applications --

MR. KELLAHIN: And I don't share in those either.

MR. KELLAHIN: I don't share in any of that, Mr. Chairman.

CHAIRMAN LEMAY: -- corner shots.

Anyway, we'll be happy to look at the default, but we've struggled with it and the default setback was more than we could handle without assistance from your staff to let us know how many of our industry members are pushing them around on getting too aggressive with that request.

CHAIRMAN LEMAY: Recognizing that we have instituted a lot of measures, one of which is an order here we're going to be sighing to bring the administrative process in place of the hearing process, in many, many cases, by opening the issue we've also opened some other

critical issues here, in both commingling and in unorthodox locations that we're addressing.

We wanted initially to give some relief to industry, which we have done by going through the administrative process. But you've raised a lot of other issues by redoing the rule in many, many different ways that I think needs to be discussed more, and we need to at least look at these questions because they do involve correlative rights and they do involve waste. They don't all involve just efficiencies.

We agree with you that there are efficiencies and there are economies by going the non-hearing route, by having -- And we're more than willing to work with you in this area.

But when we have rule changes that truly do affect correlative rights and do have some waste issues associated with them, I think we need to take a little more time with them.

And what I'd like to do with this is bring it back November 9th and -- I'll open it up for my fellow Commissioners, if they have some threshold questions that they see in this, different than I do.

Commissioner Weiss?

COMMISSIONER WEISS: Well, I -- It's my observation that you should put the wells where the oil is.

I'm sympathetic to you, Mr...

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other lessees.

CHAIRMAN LEMAY: Okay. Commissioner Bailey?

COMMISSIONER BAILEY: Land Office does issue 40acre leases in the northwest. One of my major concerns is
recompletion of these gas wells that are 10 feet off lease
lines. I would see that as aggressive encroachment on

MR. KELLAHIN: May I respond?

COMMISSIONER BAILEY: Sure.

MR. KELLAHIN: As I understand the rule as existing now and as proposed, the recompletion triggers a new action by the agency, and that would be an administrative application to approve the recompletion.

It's at an unorthodox location. We're proposing that that also does what I think it does now, it triggers notification again to those people that you're encroaching on.

The normal solution in those circumstances is to allow the well to produce, subject to production penalties that are agreeable to the offsets, either through a hearing process or by private negotiation. So I think your concern is currently addressed, because notice is required.

I don't have any problem with expanding that notice to make it clear that the Land Office ought to receive notice in those circumstances. I think that's an

editing thing we can do.

But to suggest that we shouldn't have the 10-foot setback, because of that problem, may be solved in another way: to let that existing wellbore have some continued life but to give those offsets the notice I think they get now, make it clear the Land Office gets it. You call us or contact the Division and say, We've got a problem with this, my friends, and the agency and the Division attends to it. And perhaps that helps you address that concern.

But there's real value in the northwest to recompleting those wellbores rather than new drills. And occasionally it happens where you have an oil zone that gets encroached upon because of the existing wellbore. And I think there's a way to address your concern and yet let us utilize that wellbore.

CHAIRMAN LEMAY: Okay. Is there anything else in this case? Anybody else have any statements, comments to make at this time?

My intent is to leave the record open until

November 9th, at which time -- written comments can be

received -- at which time we can send out, and plan to,

your final draft of what you've proposed for comment,

because our mailing list may be different than yours, and I

think it gets wider exposure.

And please advertise yours any way you want, so

we can get some industry coverage on it. Because normally, as you well know, our process has been for me to appoint a committee and have that committee to be balanced -- independents, majors, stakeholders, environmental community -- have them bring back a draft document which is then sent out to industry, comments are received, and we hold the hearing.

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This has been handled slightly different. Not to say you haven't done a wonderful job. I commend you on what you've done. My concern is that the exposure might not have been as much as we might need to get. Therefore, I think this policy of sending it out on our docket, leaving the record open until November 9th and bringing it back then for additional testimony, I think, will satisfy that concern.

MR. KELLAHIN: Mr. Chairman, one last comment on that issue. You can take comfort in the fact that you have had this on the docket in that fashion. The August 10th docket had the Division's suggested rule change attached to it.

We came to that hearing. It's on the docket again, as a generalized rule change for 104, very broad in scope. And you can see who's here to talk: same people that were here before.

CHAIRMAN LEMAY: Counselor, I would underline

"broad in scope". We brought that here for a quick kill on 1 administrative approval on a hearing process. That was our 2 intent, because in the February hearing that's what we 3 heard out there. You wanted administrative approval for 4 those items that you've been coming to hearing. We had 5 that. That was not controversial. 6 What you're proposing here is quite a bit 7 different than we proposed then. 8 9 MR. KELLAHIN: The August 10th docket did not have the Division discussion about relaxing the geologic-10 based administrative rule. 11 12 CHAIRMAN LEMAY: The August docket? MR. KELLAHIN: Yes, sir. 13 CHAIRMAN LEMAY: My recollection of the August 14 docket was just that -- bringing it in for administrative 15 approval, not addressing setbacks, not addressing some of 16 the things you've brought up here. 17 MR. KELLAHIN: The biggest issue, though, is one 18 which there's no disagreement. It's relaxing the geologic 19 rules so we can have administrative processing. 20 CHAIRMAN LEMAY: We set administrative 21 administrative approval for geologic and topographic 22 23 reasons. MR. KELLAHIN: Yes, sir. 24 25 CHAIRMAN LEMAY: Yes.

MR. KELLAHIN: And all we have done is address the notice problem. What else is new?

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CHAIRMAN LEMAY: Well, I think you've addressed more. You're addressed different criteria, you've addressed the radius, you've addressed the issue of not everyone in a proration unit, potential proration unit, you've addressed the notice requirement, yes.

MR. KELLAHIN: Those are all notice questions, are they not, Mr. Chairman?

CHAIRMAN LEMAY: Well, they're notice, but I view the different setbacks as something quite a bit different than just taking the geologic -- the administrative process.

You've defined it a lot further than we intended it to be defined, and I think for that reason you're opening up different issues than we initially -- I mean, you could interpret that different ways. You can say broadly "geologic reasons", yeah. I mean, you've addressed geologic reasons. But you've defined them to a greater extent than we did, and I think you've really enlarged the issue.

MR. KELLAHIN: I disagree with you, Mr. Chairman.

I don't see anything in what Mr. Morrow presented back on

August 10th when he said that you can come to the Division

for a geologic exception and not be compelled to go through

the hearing process. We didn't touch that rule.

anything in the way of default setbacks, if they even exist. I think that question was always there. You can get an exception for geologic reasons. But can you do it right up to the lease line? Is there another default setback that's different than the spacing rule where maybe you don't have to even submit a geologic application?

I mean, there's a lot of things in there specifically that weren't covered this just the broad announcement.

MR. KELLAHIN: Mr. Morrow brought it to you without a default setback, and we have simply repeated that. We have examined default setback and as an industry do not want the default setbacks, with the exception of the deep gas.

And so we think we have simply responded to what the agency had initiated, and we have not created anything new for you on that item. The only item that we have addressed is the notice issue.

CHAIRMAN LEMAY: Well, do you see any harm in getting wider coverage and --

MR. KELLAHIN: Oh, absolutely not.

CHAIRMAN LEMAY: Okay. I mean, that's what we're planning to do. I don't know -- If there's any objection

to that, let me hear it. I mean, did you in us sending out what you have right here --

MR. KELLAHIN: No, sir, absolutely not. I have no disagreement --

CHAIRMAN LEMAY: -- then bringing it back for any additional testimony on the 9th of November?

MR. KELLAHIN: We're pleased to do that.

CHAIRMAN LEMAY: Okay.

MR. KELLAHIN: It would help us, Mr. Chairman, if the Commission would do something unusual. You don't have to write the rule for us, but if you would collectively give us some guidance in terms of policy and practice, if you'll tell us what you want us to do in terms of these issues, it helps my draftspeople understand what they're dealing with.

CHAIRMAN LEMAY: This is rule-making, so let me get real informal on this. I brought it up before -- The type of things we see, there's no problem if it's unitized, there's no problem if you're talking about the end of the life of a reservoir. You want to capture some oil that hasn't been drilled, in your estimation. You go to that point where, like Bill says, where there's some oil. You want to drill where there's some oil.

We do have a problem, and maybe we can handle it with policy, maybe we can issue a policy that says, this

relaxing the rule does not mean that we will honor corner shot, that we will honor scientifically prepared, quote, isopach maps that do nothing more than reduce risk where you have an orthodox location to drill. That's a possibility.

I mean, what I did is raise an issue, a problem, with our regulatory agency in handling these things. It may be that we can handle them by rejection, but I don't think we can handle -- There, again, as a matter of time, by sending the wrong signal, hundreds of applications to -- because the signal is out there that, Hey, the OCD will let you drill anywhere you want in that spacing unit.

MR. KELLAHIN: You're doing what I'm asking, and that is for the Commission to decide if the Division should handle your concerns with guidelines, memorandums, policy decisions, or whether this Commission wants the Division to have us write it in a rule.

CHAIRMAN LEMAY: That's the question that's out there.

MR. KELLAHIN: And if you'll decide it -- I can't, I've already got my answer and I'm not on the Commission. The Commission needs to decide that as a matter of policy, how you want to orchestrate and construct the management of this problem. And if you tell us that much, then we know what our task is.

CHAIRMAN LEMAY: Well, am I hearing from you that your idea is, industry's preference is for us to handle it as a policy matter and not write it in the rules? I understand that's --

MR. KELLAHIN: Yes.

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far.

CHAIRMAN LEMAY: -- kind of what we've heard so

MR. KELLAHIN: What we have done is given you our best effort that's the collective effort of several groups and hundreds of hours. We've done as well as we can do without some guidance.

If you'll tell us, it has to be in a rule, people, and that we want automatic setbacks so that we can show the industry we won't exercise discretion within those automatic setbacks, you need to tell me as a Commission so we can struggle with the setbacks.

CHAIRMAN LEMAY: Well, let's look at the automatic setbacks. I didn't say we wouldn't do discretion. We would say those cases will have to come to hearing, which might discourage the corner-shot applicants, that's all.

I mean, we're not saying that you couldn't drill 50 feet from a lease line or 20 feet, but you may have to undergo additional expense, you may benefit by this, because what we're trying to do is discourage those cases,

not -- And if the science is sound enough, I think many times they'll come to hearing.

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If it's not sound, they will -- Well, I can drill the orthodox location. We've seen that happen. I'm giving you examples of what staff has seen and we've talked about, and I'm giving that to you now because I'm raising the issue. Those are the two issues:

Automatic defaults that can still be -- you can still get it, but you've got to come to hearing on a different default spacing.

Or, as a policy call from us, the spacing unit is wide open for administrative approval, but we handle this thing in policy papers.

MR. KELLAHIN: I understand exactly what you're saying, that's a Commission decision. You need to make the decision and tell us what to do.

CHAIRMAN LEMAY: We can do that. I also like industry input on that.

MR. KELLAHIN: Our input is, we very much want you to adopt the rule we propose today and that, if you want setbacks, that you'll do it by memorandum or issuing guidelines for approval to your staff on how to process these and to keep it out of the rule.

CHAIRMAN LEMAY: And if we were to adopt a default setback that you have to come to hearing, what

footage would that be?

MR. KELLAHIN: If you ask us to work on that in terms of guidelines, we'll be happy to work on it.

CHAIRMAN LEMAY: I would like that, I really would. It gives us another option.

MR. KELLAHIN: Okay.

CHAIRMAN LEMAY: I'm not saying that we'd adopt it, but it would give us an option. Okay?

MR. KELLAHIN: We'll need some initiation from
Division staff to give us a database to tell us what
they're doing in terms of a statewide handling of those
issues. I do not have available to me how the staff has
handled their NSLs, and I would assume, so that I don't
have to look at every one of your NSL files, it's on a
database somewhere, you can show me how you've handled them
so that we can identify a pool, a reservoir or a place in
New Mexico where the corner shots are a problem.

CHAIRMAN LEMAY: Okay. Well, they can do that, they can go over some applications that have been -- I mean, I certainly encourage you to talk with staff.

But you've come up with a 1650 versus a 1980 setback. Obviously it could have been 1500 of 1320 or -- I mean, we're talking about an arbitrary number. I just want an arbitrary number from you, something that industry can agree on. I don't think you're going to come up with a

| 1  | scientific number. But you might kick that around and come |
|----|--|
| 2  | up with an arbitrary number that we at least know is       |
| 3  | somewhat of an industry consensus for an option, that's    |
| 4  | all.   |
| 5  | MR. KELLAHIN: All right, sir. Thank you.                   |
| 6  | CHAIRMAN LEMAY: Anything else in the case?                 |
| 7  | It shall be continued, the record shall be open            |
| 8  | until November 9th.  |
| 9  | Thank you very much. You did do a good job. We             |
| 10 | appreciate that.   |
| 11 | (Thereupon, these proceedings were concluded at            |
| 12 | 10:45 a.m.)  |
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## 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 October 4th, 1995.

STEVEN T. BRENNER

Dull

CCR No. 7

My commission expires: October 14, 1998