## STATE OF NEW MEXICO ENERGY AND MINERALS DEPARTMENT OIL CONSERVATION DIVISION STATE LAND OFFICE BLDG. SANTA FE, NEW MEXICO

20 November 1986

COMMISSION HEARING

IN THE MATTER OF:

The hearing called by the Oil Conservation Division on its own motion
for the adoption of a new Rule 414
to regulate sales of gas by separate
owners in a well.

CASE
9016

BEFORE: Richard L. Stamets, Chairman

Ed Kelley, Commissioner

16 TRANSCRIPT OF HEARING

For the Division:

Jeff Taylor

Legal Counsel for the Division Oil Conservation Division

State Land Office Bldg. Santa Fe, New Mexico 87501

Further appearances listed on Pages 2 thru 3, inclusive.

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23		
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1		4	
2	INDEX		
3			
4	ROBERT STOVALL		
5	Direct Examination by Mr. Taylor	5	
6	Cross Examination by Mr. Stamets	9	
7	Cross Examination by Mr. Hall	13	
8	Questions by Mr. Chavez	14	
9			
10	STATEMENT BY AARAN L. COLVIN	16	
11	STATEMENT BY MR. STOVALL	19	
12	Questions by Mr. Bruce	22	
13	Questions by Mr. Colvin	24	
14	Questions by Mr. Turner	26	
15			
16			
17			
18			
19			
20			
21			
22			
23			
24			
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23 BY MR. TAYLOR:

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Q Mr. Stovall, you were the chairman of the committee that studied what we've referred to

MR. STAMETS: Let's go to 9016.

What we'd like to do at this

time is to try and accommodate Mr. Stovall, who wants to go home and leave the garden spot of New Mexico, is recall Case 9016 and allow Mr. Stovall, who is the chairman of that committee to present the lastest version of the solution in that case.

So to hurry the thing up record will show that this is Mr. Stovall and he's sworn and qualified and is the committee chairman.

MR. STOVALL: And hopefully we can benefit everybody by concluding this matter this afternoon.

> MR. STAMETS: I wouldn't count

> > as

ROBERT STOVALL,

being previously called and sworn and remaining under oath, testfied as follows, to-wit:

DIRECT EXAMINATION

sales, which is here proposed Rule 414, and briefly in the hearing on Octobert 23rd we had three alternatives and we had testimony on that from various persons and the committee has met since that time and reconsidered this, has it not?

A Well, that's not exactly correct. We have come up with a new proposal which was presented to the committee members and they were asked if they felt that we needed to meet and discuss this, and we've had -- I've had telephonic conversations with the majority of the committee members and some correspondence from several of the committee members, and I believe I can speak to the committee's feeling in general with respect to the new proposal, Proposed Alternate Number Four to Rule 414.

A If you don't mind, I'd like to preface that by stating that at the last hearing we did not feel the need to take action at this time and particularly we are concerned about the proposals that were presented because of the nature in which they directed the operations of a well.

In visiting with Mr. Stamets and Frank Chavez, I determined that there may, in fact, be some problem and a need for a mechanism to address the problem. In support of that I've been presented with a letter which was addressed to Mr. Stamets, and if you would like, I will be glad to read it into the record or if you'd like to accept a

written copy as an unsworn statement --

Q Since it's very short why don't you read it into the record?

A All right.

This letter is addressed to Richard L. Stamets, Chairman, New Mexico Oil Conservation Commission, Reference Proposed Rule 414.

Dear Mr. Stamets: Our property was force in 1962 by Pioneer Production Corp. pooled We didn't reany money for several yers until we got our own contract with the pipeline. Pioneer said that they weren't allowed to sell the gas becuase of Federal law so the gas they were producing was only their gas for exchange purposes, and therefore, they didn't owe us any money. No money was ever escrowed for us -- it says was required by your order N-2334. I assume that means as required by your order 33 2334. We have never received any reports to balance out the amount of gas that was sold before we got a contract ourselves.

We support your writing a rule that would prevent this type of situation from occurring again.

If we cannot attend the hearing, please have this letter read into the record as an unsworn statement.

Sincerely, it looks like Lavean or

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Laverne Clayton, I can't read the first name clearly. It's a handwritten signature.

Q And in fact here's the original of that letter and copies.

A As a result of some of the discussions that I had with Mr. Stamets and then with some of the committee members, we did not feel that any one specific solution could be appropriate to all situations.

So what is proposed as Alternate Four is a rule which simply says where there are separate owners in a well and where any owner's gas is not being sold with the current production from such well, such owner may, if necessary to protect his correlative rights, petition the Division for a hearing seeking appropriate relief.

Q And I assume that the appropriate relief would be upon some proof they might have the well shut-in until there was some agreement signed or something like that?

A I think it is the intent, and I belief the committee understands the intent of this rule is that petition to the Division for relief would not be appropriate in a situation in which there was an agreement of some sort which would allow protection of a working -- of an interest owner's correlative rights, be it either an operating agreement, a gas balancing agreement, or some other

9 1 agreement which would protect those rights. 2 In this case, or in a case which might 3 appear if an owner felt that his correaltive rights were 4 threatened or violated, he would appear before the -- or pe-5 tition the Division, would then hold a hearing, and they 6 could fashion relief appropriate to the circumstances, and 7 we haven't defined or set any guidelines for that. So what 8 that relief might be is -- is not clear at the moment. Okay. Do you have anything further to 10 add to that? 11 I would only say, and I think I speak for 12 the committee, that I have letters of support for the rule. 13 I have some concerns that have been raised by the rule. 14 I think as a whole, the committee feels 15 that if something is to be done to address the problem which 16 we're concerned with, that probably a broad rule with flex-17 ibility such as this is the best solution. 18 That's all you have. Q 19 That's it. Α 20 MR. TAYLOR: That's all we have, 21 Mr. Chairman.

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## CROSS EXAMINATION

24 BY MR. STAMETS:

> Q Stovall, to your knowledge when a --Mr.

when a small interest owner sells the gas from a well, will the operator be aware of that?

A Based on my experience, I would say so, but we don't operate a tremendous number of wells with a lot of small interest owners.

Q Well, it's been suggested to me that when less than 100 percent is sold that there should be a responsibility on the part of some person, the operator or the purchaser, to notify the other owners that sales are being made so that in the case with a one percent or two percent owner, he couldn't sell all the gas for six months or a year without the rest of the owners being aware of that.

A Well, I think if that were the case, and if it were just the case of one small interest owner selling, the operator certainly would have to be notified because he'd have to turn the well on.

Q Do you think under those circumstances the operator then would be the appropriate one to put the burden on as opposed to the purchaser?

A I'm not sure that I understand exactly what you mean.

Q Okay, if I was going to send out a memorandum saying when this happens you're responsible for telling everybody else, who do I tell?

A Oh, okay. Well, the operator is the one who has -- who knows who's in the well. He has the list of interest owners. It might possible to direct him to provide that information to the selling interest owner and require him to then have the interest owner notify him, but I don't -- I don't know how much of a burden it would be on the operators to have the operator have to make that notice.

Q We may circulate that as a proposal and see what happens.

As I recall in your memorandum to the committee, you had a proposal related to compulsory pooling and I've had an opportunity to refine that a little bit since that went out.

Let me -- let me read this to you and see if this would be an appropriate standard paragraph for all forced pooling orders, in your view.

Located somewhere in the order would be a provision that the operator shall be obligated to sell and account for the production attributable to the interest of any party pooled under the terms of this order beginning with the first sale until payout and thereafter until such pooled party shall elect in writing to separately contract for such sale.

A I think that's consistent with our original proposal that was included in my memorandum and

perhaps somewhat refined, and at first glance, hearing it, I
-- I don't see any objection, really.

Q Would you reiterate what your objections were to the proposal that when there's a split sale without a balancing agreement that person can't sell more than their percentage from the well on an allowable basis or on a days on basis?

A One of the objections is an administrative objection, keeping track of that on a well by well basis and making sure the wells were turned on and off at the appropriate time and controlling that production.

There are also some engineering problems in some reservoirs based on pressure build-up, which -- in which the time might not be reflective and it might not be prorated with an allowable or deliverability measure.

The other thing is that doesn't eliminate gas balancing, that simply reduces the amount of balancing that must be recorded, kept track of and accounted for.

Q Would that sort of a provision encourage the owners to enter into gas balancing agreements?

A I'm not sure that it necessarily would.

I think the owners -- I think what's happened with respect to the gas balancing agreement is that this is a fairly new situation. A lot of wells are operated under operating agreements in which the gas balancing agreement is not in-

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cluded. Many operators are now initiating steps to include a gas balancing agreement in their operating agreements or in whatever governing agreement governs the operation of the well.

One of the problems is the -- the nature of the gas balancing agreement. I don't think traditional gas balancing agreements meet the problems of today's marketing situation and I think that's one of the reasons that just manding a gas balancing agreement in and of itself doesn't necessarily address the problem. That may just substitute one problem for another one.

MR. STAMETS: Are there other

Mr. Hall.

## CROSS EXAMINATION

BY MR. HALL:

questions of the witness?

you can answer this question, whether you know about it, but I believe it might have been the practice of some purchasers, at least in the northwest, to bypass and communicate directly with each individual contract owner in a well as to what wished to do and that posed risks that the operator had no idea as to what his royalty obligations might be.

Don't you think we need to incorporate

QUESTIONS BY MR. CHAVEZ:

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Do you feel if that situation had gone on that the correlative rights of the 00 percent that hadn't

perienced or expressed a distress at that.

month you brought up the situation where a one percent in-

terest owner had contracted their gas and the other 99 per-

cent of the interest owners in the well had not, and you ex-

some sort of reciprocal notification requirements so that all parties area aware of what actions are being taken?

A I'm aware of purchasers doing that in the San Juan Basin.

We did receive notices, to the best of my knowledge, they contacted at least all parties in that well who had a contract with that purchaser.

Now whether there were other parties in a well who didn't have a contract with that purchaser and therefore didn't receive notification might indeed be a problem.

Yeah, I'm not -- that gets into a whole other problem where the operator -- where the purchaser is in effect doing what we've suggested that the Commission not require the operator to do.

MR. STAMETS: Mr. Chavez.

Mr. Stovall, in your first testimony last

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contracted would have been violated had the pipeline chases that one percent of gas?

Oh, absolutely. It could have been a Α disastrous situation.

Okay, if that violates his correlative 0 does it violate the correlative rights of the one percent interest owner if the other 99 percent do contract and he doesn't?

I -- the potential is there. The degree of harm is certainly considerably less.

You say it's only a potential to violate the correlative rights of the one percent interest owner; it was an absolute violation to the 99 percent.

> Caught me, didn't you? Α

I -- whenever less than all of the Yeah, qas is being sold from the stream from a well there is. should say potential in all cases of a correlative rights That violation may be prevented by agreement or violation. by some other mechanism. The potential is there in either extreme. The degree of the risk is greater where the smaller interest is being sold against the greater interest not being sold.

Isn't the violation of correlative rights mostly based on quantity of gas and money involved?

> Α Not in the absolute context of whether or

not rights are being violated but what's the potential harm in recovery probability.

MR. STAMETS: Yes, sir, would you identify yourself for the record, please?

MR. COLVIN: Mr. Chairman, I'm Aaron Colvin from Dallas, Texas. I'm a royalty, overriding royalty owner in the State of New Mexico, wells operated by Tenneco, Amoco, and El Paso.

I am also a member of the committee and I'd like to kind of present a minority report, if I may, inasmuch as I was not present at that meeting having signed up for five people for a cruise which started November the 20th, the day this meeting was hastily called.

And I sent an emissary with my objection to the procedure and I'd just like to say that I've been a voice alone, crying in the wilderness, until I got a copy of Mr. Stovall's letter of July 16th in which he said that Dick Stamets called me and requested that we had one other alternative possibility to the matter of dealing with split sales in a single wellbore; namely, that there be a requirement that a single operator be designated and given the authority to sell 100 percent of the gas stream on behalf of all of the interest owners.

I have contended, and I can read you an excerpt from operating agreements, every oper-

ating agreement I have seen in the San Juan Basin and any other area in the last twenty or thirty years, that that provision there, that each party has a right to take in kind and separately dispose of his production — his share of the production, and it's the production we're talking about, and it said, where that party doesn't then the operator has the right, but not the obligation, to sell that party's interest and remit to him for the price he received.

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Now that was incorporated the operating agreement and it was signed by all the parties, and it was put in that operating agreement for a situation just as we have at this time. I cannot find anyone to tell me why that was in there other than for a situation that we have in the industry today, and then we said we have to have gas balance agreements. I have checked gas balancing agreement, gas balancing agreement, and all over the country, and in each one of them it has an obligation upon the operator to keep the record, to notify the people of the sale and to account -- tell the of the overage and the underage, and it has a provision in there for a settlement of underage and overage and it says that it will be a financial settlement upon the depletion of the well if there other means.

In other words, it goes back to that provision that the operator has the right to sell and

remit to that non-selling party for his interest at the price that was received and it goes right back to the operator.

So why should you make that man wait twenty years to get what he would have got when the operator sold the gas by waiting till the well's depleted and he still hasn't sold the gas, he gets the money then, and it's just not the way it has been, and it's incorporated in the operating agreement and in the gas balancing agreement.

obligation or he had that right, but I think it falls upon him because I can't go out and say I'm selling the gas, just turn the valve. It's the operator, we hire him to do that. I don't like the idea but I think it's in the contract and we told El Paso we'd be willing to join us if they would not alter the contracts that we have with them wherein that we had to pay for the royalty, the taxes, and everything that had been assumed by the operator and all of these obligations, and it's in the operating agreements and in the gas balancing agreement that they have to do that.

So I submit that as a minority report and ask how that the proposed rule is going to help the fellow that has been -- his gas is being shut-in that he can't sell it.

MR. STAMETS: Mr. Stovall, do

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you have a response?

MR. STOVALL: Yes. Mr. Colvin

and I have had this discussion before, of course, and he has written some correspondence which I believe has also come to the Commission, and if there's a gas balancing agreement I don't think that this rule is going to be applicable. The parties have entered into their own agreement which would cover it, whether that be good or bad, they have entered into an agreement regarding the disposal -- regarding the allocation, payment, disposal, balancing of that production.

Many operating agreements contain the language which Mr. Colin's referred to, the operator has the option but not the obligation to dispose of hte production. There are operators who decline to exercise that option and there may not be a gas balancing agreement attached to the particular operating agreement.

Those are areas where I think there might be some concern. There is — there is the potential for harm to correlative rights and in that situation this rule could be used to seek some relief. And I would stress that if the parties have made some other agreement which would result in the protection of correlative rights, that action by the Division under a petition under this rule would not be appropriate if there is in place an-

other agreement which would serve the function of protecting correlative rights.

MR. STAMETS: Mr. Stovall, if we combined the proposed rule with some sort of requirement that there be notice to the non-selling owners of the well, make them aware of this rule, might that help to serve to protect correlative rights? Even further?

MR. STOVALL: Are you talking -- are you referring to non-selling non-contracted owners or non-selling contracted owners?

MR. STAMETS: Just those folks who aren't selling. They're aware of this, if we adopted the rules, they weren't selling, they were made aware of the rule, then those who had legitimate cases of correlative rights violations would have a better opportunity, would they not, to get those protected?

MR. STOVALL: In principal I would agree that's correct. One of the things I would want to be very careful of in that language is in defining what constitutes a sale, what triggers the requirement of notice.

For example, we have a number of wells which go on and off more than once a month in some cases. Would each time the well went on trigger the notice requirement or would the entering into a contract trigger the notice requirement? What event would trigger that notice requirement?

That would be my greatest reservation with it, is that you -- I wouldn't want to have to send out a notice every time my switcher turned on the valve.

MR. STAMETS: Perhaps something on the order of the first time this should happen.

MR. STOVALL: Question where if I've got a contract with a pipeline and I now get a short term release to sell into the spot market, does that trigger a notice?

ent transaction therefore requiring a -- I think it's something -- I understand what you're saying and I think that the keeping everybody informed is probably a good idea. I'd certainly want to look at the mechanics of it in light of what's happening today out in the field.

MR. STAMETS: Perhaps could be both, say for the initial sale from a well under a standard contract or for the initial sale on the spot market.

Any other questions? I don't know who you are at this hour of the afternoon.

MR. BRUCE: I'm Jim Bruce.

## CROSS EXAMINATION

2 BY MR. BRUCE:

Q Mr. Stovall, is this proposal a change from the current relief now available?

What I'm asking, basically, is this relief currently available from the Commission or Division?

A I testified at the October hearing that I did not believe that a working interst owner had -- or that the Division had the jurisdiction to hear a case brought before -- before it by a worthing interest owner, that the working interest owner would best go to court.

There are attorneys who disagree with me, who think that you can go before the Division now.

That's an issue which hasn't been authoritatively resolved and I would rather not issue an authoritative opinion on that.

Q Regarding compulsory pooling language, is that supported by the committee?

A I received no objections to it, I'll put it that way. We did not meet formally but I don't think anybody on the committee, that I know of, objected to that language.

Q Well, my client's tax department is is concerned that the proposed language could cause each well after payout to be considered an association taxable as

a corporation. Was that ever brought up before the committee?

A No, but I'm aware of what you're concerned with and I think that is a concern that -- and I think that's why -- I believe in further refinement of the standard operating agreement, the AAPL, what is it, whatever the number is, 610, had some provision in there relating to the sale for a period of year or less, if I'm not mistaken.

O Yes.

A And I believe that is because of the tax treatment that such -- such action has been given by the Internal Revenue Service.

And I certainly have no idea what the new code will do.

MR. STAMETS: Would you say then until payout and thereafter year to year until such pooled party --

I think -- I guess the question would be if that's mandated by an order as opposed to agreement by the parties, does it create that same sort of tax association or should that language be -- and since that's not actually a rule but simply language to be incorporated in an order, I would certainly encourage somebody to talk to their tax people and have them submit comments to you regarding how that should be done to avoid creating a taxable conse-

1 quence which we had not anticipated or intended. 2 MR. STAMETS: Other questions? 3 MR. COLVIN: I'd like to ask Bob one more question. 5 6 OUESTION BY MR. COLVIN: 7 Q Can you think of an incident or a case, 8 this provision in the operating agreement would where 9 be used other than what we're talking about now? 10 The provision --11 Where the operator -- where one does not Q 12 make arrangements for a market to dispose of his production? 13 Dispose of, he can have a contract, 14 that's not disposing of it, then the operator has the right 15 to do so. 16 If you're asking are there situations in 17 which the operator is selling under the terms of another 18 party's interest under the terms of the operating agreement, 19 yes, there are several that I know of. 20 Can you think of any provisions for this Q 21 particular paragraph other than the situation where 22 states now where some in the same well are selling and some 23 are not? 24 Well, if each party is taking and dispos-Α 25 ing of his own production then that -- then that provision would not be applicable.

It would only be applicable by definition when a party's interest is not being disposed of by that party.

Q Well, if he refuses to sell or he cannot get a sale for it, he is not selling; he is not disposing of it.

A That's correct.

Q And it's being produced, because it's significance is in the production.

A And I -- I believe what you're asking me is the fundamental question of whether he's selling my gas or is my gas staying in the ground.

Q That would be -- I didn't think of that but that would be a good question.

A Again, I don't know. I don't know the specific authorities on that. That's -- that is a question.

Q My point is that the Commission was right in thinking of that. It's the operator, I think, is reponsible to handle that and the order should be directed in that manner.

A I agree with you and I think that any agreement between the parties should be governing, whether it's an all hydrocarbons produced or whether it's an operating agreement, gas balancing agreement, or whatever it

might be.

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There are circumstances, however, where there is no agreement addressing the production, disposition, sale of the hydrocarbons and I believe that's the situation that this rule is intended to address.

MR. STAMETS: Any other ques-

tions?

MR. TURNER: My name is Glenn

9 Turner, for the record.

QUESTIONS BY MR. TURNER:

Bob, you know, one of the things Q you've heard me express concern about in the past is the fact that there are apparently numerous examples of wells in which a producer or producers are selling the entire stream and no record is being kept; no concern is being shown for whether they're being over-depleted or not. They're just putting off the whole issue of when and if they're going to balance them out, and it seems to me that if we -- if essentially get the Commission to adopt a rule which says that if there's a problem, come to the Commission, I'm not sure -- I'd have to be sitting on the Commission and have one of these situations happen where the roof comes in; it's just been chaotic for a couple of years and they say what do we do. I wouldn't know what to tell them.

 And I would like to see us make some headway toward some kind of solution for this problem and I know that one of the possibilities that we discussed was to require the producers who want to sell the entire stream to escrow that part of the production that would have been owned by the nonparticipating parties.

A That was -- that was an aternative that was discussed at the first committee meeting and you were there, as you remember, of course, that's where it came out.

I have some strong, positive feelings about that concept. The question I would raise is whether that should be a rule or whether that should be an agreement and in between ground is could that possibly be a solution under the -- that the Division could order under the terms of this rule in a case brought before it on this case.

I think the alternates that were proposed, both Alternates 1, 2, and 3, in the original hearing, the escrowing alternate which we discussed at the committee meeting, are possible remedies that could be applied by the Division in a given case.

I'm not expressing an opinion as to the legality of those remedies. I'm discussing them as a practicality.

They're also remedies which could be agreed to by the parties.

Well, should the rule express a number of

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alternatives that could be imposed?

A Scares the heck out of me because I'm afraid we might leave one out or make it ambiguous and make it even more difficult.

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I think it's something that we ought to keep an eye -- I don't think we're going to, you know, do this and go awa and say, well, that takes care of that forever. Things are going to happen and we may -- we may find that as market conditions continue to change, that more stringent and definitive rules need to be developed.

Under present circumstances, I don't -- I don't particularly favor more stringent -- I don't favor the Commission writing the agreement for the parties.

Q Oh, I agree with that. I'm just concerned where there is no agreement and there's no records being kept. There just isn't any concern at this point in time about balancing or over-depletion of ones reserves or anything.

And I know that that's happening in a number of cases.

A Oh, I'm sure that it possibly is, but I -- I think that there -- you know, you could get a remedy now. You could go to court and ask for a remedy and I don't think this rule would preclude that.

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In the case you're talking about, you may want to go straight to court and ask for an accounting rather than seek relief through the Division, feeling, perhaps, that the Division didn't have the authority to do what needed to be done.

On the other hand, you might wish to go to the Division. I think it gives you an alternate remedy as an interest owner.

MR. STAMETS: Are there other

questions?

Mr. Stovall, thank you very much and members of your committee.

What I would like to do, then is at this point allow two weeks for comments in this case, assuming that there's some going to be some comments, allow on two weeks for comments in this case and plan on issuing an order on the 18th.

I would judge that the order probably would be favorable to the fourth alternative, although if there are compelling written statements on the others, certainly we would give consideration to those.

We'll take the case under advisement.

(Hearing concluded.)

CERTIFICATE

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servation Division (Commission) was reported by me; that the said transcript is a full, true, and correct record of this portion of the hearing, prepared by me to the best of my ability.

TIFY the foregoing Transcript of Hearing before the Oil Con-

Sovey W. Bayd

SALLY W. BOYD, C.S.R., DO HEREBY CER-