STATE LANDS COMMISSION, STATE OF CALIFORNIA

Transcript of Proceedings of Regular Meeting, held

on July 25, 1958, 10:00 a.m., at 916 Mirror Building, Los

STAFF:

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Angeles, California.

T. H. Mugford, Director, Department of Finance, Chairman.

Harold J. Powers, Lieutenant Governor.

Robert C: Kirkwood, State Controller.

F. J. Hortig, Executive Officer

W. Keft, K. C. Smith.

THE COMMISSION

Howard S. Goldin, Deputy Attorney General.

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MR. HORTIG: Gentlemen of the Commission, if I may point out, under the procedures of the State Lends Commission the Chairman is elected, and as a result of the resignation of the former Director of Finance, John M. Peirce, the Commission is currently without a Chairman, and therefore it appears appropriate at this time that you gentlemen consider whether or not a Chairman should be elected.

MR. KIRKWOOD: If you want to act as Chairman for a moment, I will move the nomination of Jeff Mugford, as the new Director of Finance, as Chairman of this Commission.

GOV. POWERS: I will second the motion.

MR. HORTIG: The motion has been made and seconded, nominating Mr. T. H. Mugford, Director, State Department of Finance, as Chairman of the State Lands Commission. Are you ready for the question?

MR, KIRKWOOD: Aye.

GOV. POWERS: Aye.

MR. HORTIG: Mr. Mugford, you have been elected Chairman of the State Lands Commission. I relinquish my temporary chairmanship.

MR. KIRKWOOD: Any other officers, if we have any other officers, will remain the same?

MR. HORTIG: Yes, sir.

MR. KIRKWOOD: We don't have any others.

MR. HORTIG: No.

CHAIRMAN MUGFORD: We have sitting with us here

Assemblymen Allen Miller, who had a good deal to do with legislation relating to tidelands oil leases, and this might be an appropriate time for us to hear from Mr. Miller and an appropriate way to open this meeting.

ASSEMBLYMAN MILLER: Thank you, Mr. Mugford. I appreciate the courtesy that you have afforded me by asking me to sit with you. I had a bill at the last session of the Legislature, the effect of which would have been that a member of the Senate and a member of the Assembly sit with you ex officio, as well as other boards and commissions, but that didn't pass. But I find that you have extended the courtesy just the same, and I appreciate it very much.

I would like to say that I have noticed with a great deal of interest the bids that have been given on the offerings recently in the Santa Barbara area, and the extent of those bids, the cash bonuses, and I think I can speak for all of the members of the Assembly that participated in the passage of A.B. 47 at the last session, that they are tremendously elated and pleased at the extent of that bonus. During the hearings we had a great deal of testimony, many of you will recall, to the effect that if we put in a sliding scale or changed the royalty rates there just wouldn't be any competition in any bidding. We have found now that there wasn't entirely truth in those statements or estimates, and we are very elated that approximately fifty-six million dollars in bonus, plus the sliding scale, in each one of

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those bids, plus the fact the Commission, I think, has very wishly benefited the state, has put these out to bid alternately, so if any of these territories are provid, that I think possibly the State, on the other parcels that are reserved, would get desirably higher income and bonuses.

I think I can speak for the entire membership of the Legislature, that we are very pleased about these bids and what this Commission has been doing recently in respect to administering the law that we have enacted. Thank you very much.

CHAIRMAN MUL. Thank you, Mr. Miller. I can see where you take a good deal of satisfaction in seeing these bids and the amounts of bonus offered. Considering the condition of the State treasury, why, we can all look at them with a good deal of satisfaction.

Mr. Hortig, the next item?

MR. HORTIG: If the Commissioners will refer to page 8 of the agenda items for the first session.

On June 27,1958, six bids were received in response to a published Notice of Intention of the Commission to enter into a lease for 3840 acres of tide and submerged lands designated as Parcel "A", Santa Barbara County. Publication of this offer was authorized by the Commission, and the combined bid-lease form had been approved by the office of the Attorney General prior to the lease offer as to compliance with applicable statutes and rules and

regulations. This form was also authorized for use by the State Lands Commission. The office of the Attorney General has reviewed the highest bid—a joint bid of Phillips Petroleum, Edwin W. Fauley et al., with a complete list of bidders detailed on Exhibit A attached. This review has been for award of the lease, and the office of the Attorney General has advised that the Commission, in its discretion, may award the Lease No. Work Order 2718 (A) to the Phillips Petroleum Company, Edwin W. Pauley et al. group as the highest qualified bidders.

A summary of the bonus payment offers received from all bidders pursuant to the lease proposal for this particular parcel is attached.

Therefore, it is recommended that, in accordance with the provisions of Division 6 of the Public Resources Code, the Commission authorize the Executive Officer to issue an oil and gas lease to Phillips Petroleum, Edwin W. Pauley et al., joint bidders, who submitted the highest qualified bid, for the 3840-acre parcel of tide and submerged lands designated as Parcel "A", in Santa Barbara County, and as detailed in the published notice of intention under Work Order 2718 (A), published April 28 and May 5, 1958, the cash bonus payment in consideration of issuance of the lease to be \$13,550.00, as offered in the joint bid. The award of lease is to be subject--correction, I shall say pursuant to the award of lease, the joint bidders are to

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designate a lesse operator to be fully responsible for performance under the terms of the losse to be issued.

CHAIRMAN MUCHORD: You have heard the recommendation.

GOV. POWERS: Mr. Chairman, I will move we accept the recommendations of the staff.

MR. KIRKWOOD: I will second that, so it will be open now for discussion.

CHAIRMAN MUGFORD: Is there anyone in the audience that wishes to be heard in respect to this recommendation?

(No response.)

Any further discussion by any members of the Commission? Ready for the question? Mr. Kirkwood.

MR. KIRKWOOD: Aye.

CHAIRMAN MUGFORD: Governor Powers?

GOV. POWERS: Aye.

CHAIRMAN MUGFORD: Aye. The recommendation of the staff in regard to this lease is unanimously adopted.

The next item. Mr. Hortig.

MR. HORTIG: Page 4 of the first session of the agenda, gentlemen. Identical in preliminary discussion to the item you gentlemen have just considered; five bids were received pursuant to published Notice of Intention for the parcel designated as Parcel "C" under the subject lease offer. The bid-lease form had been authorized for use by the Commission after review and approval by the office of the Attorney General. The office of the Attorney General

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has also reviewed the highest bid--a joint bid of Standard Oil Company of California and Humble Oil & Refining Companyfor award of the lease. The Attorney General has determined that the Commission has complied with the procedural requirements of law and the bid submitted conforms with the bid requirements as specified in the proposal of the Commission, with the applicable statutory provisions of law. and with the rules and regulations of the Commission. a summary tablulation of all bonus payment offers received pursuant to the lease proposal is attached, and it is recommended that, in accordance with the provisions of Division 6 of the Public Resources Code, the Commission authorize the Executive Officer to issue an oil and gas lease to Standard Oil Company of California and Humble Oil & Refining Company, joint bidders, who submitted the highest qualified bid, for the 3840-acre parcel of tide and submerged lands designated as Parcel "C", in Santa Barbara County, as detailed in the published Notice of Intention under Work Order 2718(C), published April 28 and May 5, 1958. the cash bonus payment in consideration of issuance of the lease to be \$12,423,598.05, as offered in the joint bid. Pursuant to the award of the lesse, the lesse lesses are to designate a lease operator to be fully responsible for performance under the terms of the lease to be issued.

MR. KIRKWOOD: Move approval.

GOV. POWERS: I will second it.

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CHAIRMAN MUGFORD: It has been moved and seconded that the staff recommendation be approved. Any further discussion? Does anyone wish to be heard in the audience? (No response.)

Ready for the question? All those in favor of adopting the staff recommendation signify by saying aye.

MR. KIRKWOOD: Aye.

GOV. POWERS: Aye.

CHAIRMAN MUGFORD: Aye. Unanimously adopted.

MR. HORTIG: Page 6, gentlemen.

The same procedures, bid-lease form and publications were followed in connection with the offer of Parcel "D" as have already been outlined for Parcels "A" and "C" which you gentlemen have considered. The office of the Attorney General has reviewed the highest bid--a joint bid of The Texas Company, Monterey Oil Company and Newmont Oil Company-for award of the lease, and has determined that the Commission has complied with the procedural requirements of law and the bid submitted conforms with the bid requirements specified in the proposal of the Commission, the applicable statutory provisions of law, and the rules and regulations of the Commission.

MR. KIRKWOOD: I move the adoption of the recommendation.

GOV, POWERS: I second it.

MR. KIRKWOOD: I don't know why you can't get this for all of them.

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MR. HORTIG: We tried.

CHAIRMAN MUCFORD: Any question or does anyone desire to be heard?

(No response.)

If there be no objection, the recommendation of the staff is unanimously adopted.

MR. HORTIG: If I may suggest, gentlemen, the recommendation of the staff in this connection is modified from the written recommendation, as it has been in the preceding ones, in that the joint bidders designate a lease operator pursuent to award of the lease rather than making a designation of the lease operator a condition of the award.

CHAIRMAN MUGFORD: Yes. In that respect the minutes will be corrected to make that clear.

MR. HORTIG: Page 11, gentlemen.

Now under consideration is the high joint bidder of Phillips Petroleum, Edwin W. Pauley et al., for Parcel "E" offered under identical conditions of bid-lease form publication, etc., as have been reviewed for the preceding three parcels. It is recommended again-

MR. KIRKWOOD: I move the approval of the recommendation with the change on the condition.

GOV. POWERS: I second it.

CHAIRMAN MUGFORD: Any further discussion, or does anyone wish to be heard on this motion?

(No response.)

There being no objection, the recommendation is unanimously adopted.

MR. HORTIG: Page 1, gentlemen.

Under consideration now are the bids received for Parcel "B", published on the same bid-lease form under the same terms and conditions as the bid offers considered for the previous four parcels. The high bid submitted, a joint bid of Standard Oil Company of California and Humble Oil & Refining Company, has been determined by the office of the Attorney General to conform and be in compliance with all specified bid conditions.

The cash bonus payments offered for award of a lease covering the area included in Parcel "B" do not compare favorably with the other offers received for leases in the same general area. The amount of cash bonus per acre offered in the highest bids received for the five parcels tabulated range from a low of \$200.74 per acre offered for Parcel "B" to a high of \$6174.88 per acre offered for Parcel "D".

Since May 18, 1956, core drilling operations have been conducted under permits authorized by the State Lands Commission, reserving the right for review by the staff of all factual and physical results. During this period 174 core holes have been drilled below a depth of 500 feet below the ocean floor in the area between Point Conception and the westerly limits of Elwood Field. Only 5 core holes were drilled within the limits of Parcel "B" and no core

drilling operations were conducted outside of the parcel within approximately one-half mile of the parimeter of Parcel "B". Based on the limited amount of geological information available for review by the staff covering this specific area, it is impossible to make an effective current evaluation of structural features which might be favorable for oil and gas accumulation. The petroleum engineering consultants retained by the Commission have indicated concurrence with these views and have recommended that the Commission reject the bid for the subject parcel.

Section 6836 of the Public Resources Code provides in part that the Commission shall publicly open the sealed bids and shall award the lesse for each parcel to the highest qualified bidder, unless in the opinion of the Commission the acceptance of the highest bid for any parcel or parcels is not for the best interests of the State, in which event the Commission shall reject all the bids for such parcel or parcels.

It is recommended that, pursuant to Section 6836 of the Public Resources Code, the Commission determine that the acceptance of the highest bid is not for the best interests of the State and reject all bids for award of leases received on June 27, 1958, covering 3840 acres of tide and submerged lands designated as Parcel "B".

CHAIRMAN MUGFORD: Is there any--

MR. MARCUS MATTSON: I would like to be heard in

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connection with that recommendation. My name is Marcus Mattaon. I am attorney for Standard Oil Company of California, one of the two joint bidders.

The bidding on all of these parcels, including Parcel "B" was in the best tradition of competitive bidding. It is the best competitive bidding that the State has ever received, and that is true with regard to Parcel "B" as well as with regard to any of the parcels. Juandard Oil Company and Humble Oil & Refining Company are the highest qualified bidders. The statute says they should have the bid, other than in the exceptional case only, and this is no exceptional case. This is a case in which we have every evidence of finest and most extensive competitive bidding that the State has ever had, and we think the recommendation should not be accepted. The evaluation of these parcels has been the subject of thinking by all the geologists in this area, and some over the nation. The best evaluation, I think, is evident by the bids. Our bid is some seven hundred per cent of the next highest bid. It has to be the best bid on any of the parcels, because the disparity between the high bid and the next highest is so great. We have in effect left some \$600,000 on the table, as the saying goes. We think that the recommendation should not be accepted. If, on the other hand, the Commission feels inclined at all to do so, we would like to have a fuller opportunity to present our views.

CHAIRMAN MUGFORD: Thank you. sir.

MR. EDWIN W. PAULEY: Mr. Chairman.

CHAIRMAN MUGFORD: Mr. Pauley.

MR. PAULEY: You will note that I am the second high bidder, and I also call your attention to the fact that in this case there is only Edwin W. Pauley and Pauley Pan American Petroleum Company and Pauley California Tide Lands, Incorporated. I contrast that with the other bids, where there are associated with the Phillips Petroleum and me, there are forty-two other bidders. My other associates I could not get to join me on this bid at all, and I bid a total of \$103,500, and I bid it sincerely, and I believe that the Standard Oil Company and myself are good, qualified bidders.

CHAIRMAN MUGFORD: Any further discussion? Does anyone else wish to be heard on this matter?

MR. KIRKWOOD: I would like to hear from the consultants as to the development of their recommendation on this.

MR. HORTIG: Dr. Kaveler and Mr. Keplinger are with us this morning.

DR. H. H. KAVELER: Mr. Chairman and gentlemen of the Commission: This is one of those situations referred to on a previous occasion when the consultants can be of little belp to the Commission, I am afraid. But to the extent that my opinion may be of assistance to you, the distinguished gentlemen who spoke against the recommendation made by the

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Department have made a fair and honest statement of one viewpoint.

The viewpoint that I took in my advice to the Board. to the Commission, was simply that all parties admit that very little is known about this area "B". Further exploration work will probably be done directly in the way of geological and geophysical exploration. There will be additional information come from the development program that will result from the awarding of the other four leases. In time, therefore, a great deal more will be known about area "B" then is known now. Now, the question comes down to simply a business proposition: Is it worth while to the State of California to pass by the \$700,000 and take a chance that at some later time a bonus bid substantially higher might be had. It is equally probable that a bonus bid of zero dollars might ultimately be had on tract "B". So we get beyond the realm of ordinary technical discussion and come to a business consideration, and I think in the face of the bonuses offered for the other four tracts, in view of the uncertainty as to what tract "B" will ultimately amount to, it would be good business for the State to reject this bid. and gamble -- if the Commission doesn't abhor that word "gamble" -- on the future value of this area. with fifty-three million in hand you can pass by a million and take your chances, so I would join the staff in its recommendation.

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25 26 CHAIRMAN MUGFORD: Thank you.

MR. MATTSON: I don't think this is any case for gemble. I don't think there is any change in the conditions over what it was when the invitations were sent out for bids. I think it is bad policy for the State and against the interests of the State, to establish a policy of freely rejecting bids. The bidders, it is quite evident in this competition, have gone all out. They have bid their ultimate amount, and we did on Parcel "B". Now, if you adopt a policy of rejecting bids, that means that every bidder hereafter must hold back so that he has enough for the second go-around, and in order to be able to bein the bidding. It means also that the man who makes a high bid for the State has really merely set up something to be shot at. Now, that we think is bad policy so far as the State is concerned. We can argue this question with the consultants on geology. We think that the value of this parcel is well represented by the bids. We can argue that, if given an opportunity. I am not a geologist, and this is hardly the opportunity to do it, but if the Commission is at all inclined to adopt this recommendation, which I understand is a geological one, the Commission has to act on other considerations. They have to act with consideration to the general policy of the statute. The statute is one to foster competitive bids; it doesn't foster negotiative bids, which a bid like this would become if you start

negotiating against the high bidder. It shouldn't foster auction bidders. This is competitive, sealed bidding. The State has been eminently successful on this bidding, and I think the State should preserve that sort of thing. The State has never been one to reject bids on the tide lands. Only on one occasion that I know of did they stop bidding and they returned the bids unopened at that time. That I think was on Point Mugu. After they returned the bids unopened and didn't put the property up for sale, an upland well was drilled which proved the land to be of no value at all, at least so far as I know. The general reputation now is that nobedy is willing to bid on Point Mugu lands, so the State in that case lost whatever bonus it had in the unopened bids, and I think they would here.

CHAIRMAN MUGFORD: Thank you, sir. Any further discussion?

MR. KIRKWOOD: Is Mr. Keplinger here?

MR.C. H. KEPLENGER: Mr. Chairman, I have listened with interest to these remarks and went you to know that we have considered as consultants to the Commission all the points that have been brought up. We investigated the facts about Point Mugu, the Superior Oil Company's problems in that case, what the Commission did, and at this time our recommendation was based really on the fact that this tract of land, tract "B", is in a very well located, prospective area for oil development. The geologists of California

and of the nation have studied this area and figures are anywhere from four billion barrels of oil to ten billion 2 barrels of oil which will be recovered from the California 3 tide lands. It is one of the lucrative spots in the country. 4 in the nation as a whole--in fact, the world, and this tract 5 lies in a very prospective area. Now, the data that has 6 been available to the geologists of the company is such that they bid the maximum price at this time of a little over 8 seven hundred thousand dollars, and I think that, from my standpoint, is a fair offer, based on what is known and 10 what as consultants we were able to find out about this 11 12 particular tract. We made a very careful investigation ourselves, so if the Commission takes this offer of seven 13 hundred and some thousand dollars. I think that it would be 14 fair and the Commission would get the highest price that 15 this tract would bring at this time; but we rejected the 15 offer, made that recommendation to the Commission, because 17 we thought that with the drilling on the other four tracts 18 and the extra work which would be done, that at a later 19 date the Commission would get a much higher figure, or at 20 least as much as was offered in this case. I think that 21 sums up the entire story from our point of view. Thank you. 22

MR. MATISON: May I just say one more word? CHAIRMAN MUGFORD: Yes.

MR. MATTSON: The Commission adopted a plan of development of these parcels. It was to develop the alternate

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parcels. leaving the intervening. If this bid is rejected 1 2 3 4 6 7 8 9 10 11

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there would be ten miles between Parcel "A" and Parcel "C". That plan of development, the orderly plan of development which the Commission adopted, will then be rendered completely negatory so far as that area is concerned, and I think even the consultants for the Commission will say that ten miles is a long distance in drilling oil wells and in determining what is intervening. So that we think that in the interests of the State and it is in accordance with the Commission's plan, it is in accordance with the statute, and it is in accordance with the best tradition of true competitive bidding, that the bid be accepted.

CHAIRMAN MUGFORD: Anything further that anyone has to offer?

MR. KIRKWOOD: Mr. Chairman, I think that -- I am sure that you have known of the problems of this Commission intimately enough in the last few years to be familiar basically with the things that we have been trying to achieve here, and that the arguments presented this morning don't fall on unfamiliar ears in your situation, because you have been keeping in touch with what this Commission has been doing. I think in saying that, what I am saying is perhaps I am -- just in serving for the first time technically as a member of this Commission, I can't indicate his thinking as well as ours -- at least for me -- I think all three of us are most reluctant to throw out all bids except

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under circumstances that would fully justify it. It isn't a frivolous thing in the mind of any one of us. It isn't anything that we should do except under circumstances which are compelling. We realize the arguments that you have made, that if we were to adopt this as a practice, common practice, that we would certainly be asking for trouble. and we would be departing from the basic concept under which this law has been developed. So I don't think that any of 8' us wish to do something that isn't consistent with the overall policy of the law and the overall policy of the Commission, that certainly none of us would wish to see anything that is inconsistent with the best interests of the State. It does seem to me that some of the things that you developed as objections to our throwing out all of the bids aren't quite valid in this situation. As I understand the recommendation here of the staff and of the consultants. it isn't that we would reject these bids and then in the near future go out with an invitation to bid on this parcel: 18 presumably the reason for rejecting bids here would be that 19 the next time around quite a different set of circumstances would exist, that the information which would be available 21 would be different, and that the considerations of the oil 22 companies thamselves would be different. Now, if I mis-23 understand the recommendation, I want to understand it, but 24 that is, as I understand it, the basic premise of this thing, 25 that here we are advised -- or the consultants recommended to

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us that we do checkerboard, that we do put out only five areas here representing something less than half of the total that was originally requested, so that we could have the benefit of the development as it comes along and that we could get a true picture of this whole area. Now, as I understand it, they are modifying that recommendation in the belief that with the experience that has now come on the five parcels, that they are saying that we will further benefit by rejecting bids on this parcel and getting a chance for a more complete picture on the whole. Now. again I don't know if I am putting words into anybody's mouth here, but I am just trying to think in my own mind as to where we are going, and trying in my own mind to complete the points that you raised, that this was inconsistent either with the law or the policy that we had beretofore established. I don't think that we are inconsistent, and I am just trying myself to explore the recommendation and to see where we should head.

MR. MATTSON: May I speak to that? CHAIRMAN MUGFORD: Yes.

MR. MATTSON: The consultants themselves have said that \$770,000 is a fair value today. They have heretofore said, and I don't know that there is anything to change their view, the best interests of the State will best be served by checkerboard development. Now, with those two things there can't be any reason for rejecting these bids,

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that might be a reason, but that can't be so in face of the competitive bidding that we have gone through and even the consultant has said that \$770,000 is a fair value of that property today. Now, if you are going to--if they say on the one hand that you should have checkerboard bidding, checkerboard development, and on the other that this is a fair bid, the only answer is that it should be accepted, because it is in accordance with the geological policy of the State, as well as every other policy.

MR. KIRKWOOD: Might I just ask, have you and Mr. Holme had the chance to discuss this with the consultants?

MR. MATTSON: No, we have not.

MR. KTRKWOOD: I know Mr. Holme yesterday suggested that it might be helpful to have a discussion with them before we made up our minds finally. I personally don't want to do anything on the spur of the moment or without adequate discussion which we might regret doing later. If there is a feeling on your part and on the part of the consultants that a conference would be helpful and would give them a more complete picture in making their recommendation, than I would personally like to see that done. I feel the consultants have been very helpful to us in formulation of our lease policy; I would be very reluctant at this time, certainly, to go against their recommendation, and yet if they or you feel that we are basing our determination on an

incomplete background, I would hate to see that. 1 would rather see us give the consultants and your staff a 2 chance to get together, and Frank sit in on it, and see 8 whether after such a consultation the recommendation would 4 be the same. I think we want to explore the whole thing 5 I realize there is a lot of money even in this one. 6 a good deal of money tied up. Presumably your bid is 7 acknowledged as the bid that would be accepted. I assume as far as the other two bids are concerned, we could tender 9 a return of the money--I don't know if that is possible or 10 not -- in the meantime, but rather than act today on this one. 11 if there is a feeling that we are acting on incomplete 12

MR. MATTSON: I would like very much to have the opportunity of our company people talking with the consultants. No doubt they are reasonable men, and if there is a chance that we can convince them, perhaps I think that chance ought to be taken.

material, I would rather see us postpone our action.

MR. KIRKWOOD: Let me ask the two of them if this would be productive or would give--I know you are on the spot and we are on the spot, too, and I am not saying that you should do this, what I am asking is this: I know I would like to feel that I am acting on full knowledge and that I am acting on your advice which is given with full knowedge and after full discussion, is it going to be helpful to you to discuss this further with the principal bidder?

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