HANDBOOK OF SHALE GAS LAW AND POLICY

ENERGY & LAW SERIES

The Energy & Law Series is published in parallel with the Dutch series Energie & Recht.

Members of the editorial committee are:

Prof. Dr. Martha M. Roggenkamp, University of Groningen and Simmons & Simmons, Rotterdam (editor in chief)

Prof. Dr. Kurt Deketelaere, Institute of Environmental and Energy Law, University of Leuven

Prof. Dr. Leigh Hancher, Allen & Overy, Amsterdam and Tilburg University, Tilburg and Council Member, WRR

Dr. Tom Vanden Borre, Chief Counsellor, Commission for the Regulation of Electricity and Gas (CREG) and University of Leuven

- 1. European Energy Law Report I, Martha M. Roggenkamp and Ulf Hammer (eds.)
- 2. The Regulation of Power Exchanges in Europe, Martha M. Roggenkamp and François Boisseleau (eds.)
- 3. European Energy Law Report II, Martha M. Roggenkamp and Ulf Hammer (eds.)
- 4. European Energy Law Report III, Ulf Hammer and Martha M. Roggenkamp (eds.)
- 5. European Energy Law Report IV, Martha M. Roggenkamp and Ulf Hammer (eds.)
- 6. A Functional Legal Design for Reliable Electricity Supply, Hamilcar P.A. Knops
- 7. European Energy Law Report V, Martha M. Roggenkamp and Ulf Hammer (eds.)
- 8. European Energy and Law Report VI, Martha M. Roggenkamp and Ulf Hammer (eds.)
- 9. Electricity and Gas Supply Network Unbundling in Germany, Great Britain and the Netherlands and the Law of the European Union: A Comparison, E. Ehlers
- 10. Legal Design of Carbon Capture and Storage Developments in the Netherlands from an International and EU Perspective, Martha M. Roggenkamp and E. Woerdman (eds.)
- 11. European Energy Law Report VII, Martha M. Roggenkamp and Ulf Hammer (eds.)
- 12. European Energy Law Report VIII, Martha M. Roggenkamp and Ulf Hammer (eds.)
- 13. European Energy Law Report IX, Martha M. Roggenkamp and Ulf Hammer (eds.)
- 14. EU Regulation of Cross-Border Carbon Capture and Storage, Marijn Holwerda
- 15. The Non-Discrimination Obligation of Energy Network Operators, Hannah Kruimer
- 16. A Legal Framework for a Transnational Offshore Grid in the North Sea, Hannah Katharina Müller
- 17. Prevention and Compensation of Trans-boundary Damage in Relation to Cross-Border Oil and Gas Pipelines, Mehdi Piri Damagh

HANDBOOK OF SHALE GAS LAW AND POLICY

Economics, Access, Law and Regulation in Key Jurisdictions

Edited by
Tina Hunter



Intersentia Ltd Sheraton House | Castle Park Cambridge | CB3 0AX | United Kingdom Tel.: +44 1223 370 170 | Fax: +44 1223 370 169 Email: mail@intersentia.co.uk

www.intersentia.com | www.intersentia.co.uk

Distribution for the UK and Ireland:
NBN International
Airport Business Centre, 10 Thornbury Road
Plymouth, PL6 7 PP
United Kingdom
Tel.: +44 1752 202 301 | Fax: +44 1752 202 331
Email: orders@nbninternational.com

Distribution for Europe and all other countries: Intersentia Publishing nv Groenstraat 31 2640 Mortsel Belgium

Tel.: +32 3 680 15 50 | Fax: +32 3 658 71 21

Email: mail@intersentia.be

Distribution for the USA and Canada: International Specialized Book Services 920 NE 58th Ave. Suite 300 Portland, OR 97213 USA Tel.: +1 800 944 6190 (toll free) | Fax: +1 503 280 8832

Email: info@isbs.com

Handbook of Shale Gas Law and Policy. Economics, Access, Law and Regulation in Key Jurisdictions

© The editor and contributors severally 2016

The editor and contributors have asserted their right under the Copyright, Designs and Patents Act 1988, to be identified as the authors of this work.

No part of this book may be reproduced, stored in a retrieval system, or transmitted, in any form, or by any means, without prior written permission from Intersentia, or as expressly permitted by law or under the terms agreed with the appropriate reprographic rights organisation. Enquiries concerning reproduction which may not be covered by the above should be addressed to Intersentia at the address above.

The editor and publisher gratefully acknowledge the authors and publishers of extracted material that appears in this book. While we have tried to establish and acknowledge copyright for all material reproduced in this book, and to contact copyright owners, the authors and publisher apologise for any accidental infringement and would be pleased to come to a suitable agreement with the rightful copyright owner in each case.

Cover image: © nightman1965 – thinkstock

ISBN 978-1-78068-242-6 D/2016/7849/11 NUR 820

1,01,020

British Library Cataloguing in Publication Data. A catalogue record for this book is available from the British Library.

PREFACE

The impetus for this edited volume arose out of the information, and often misinformation, regarding shale gas development that has been reported in the media, primarily in the UK, but also in other jurisdictions, including Europe and Australia. The first shale gas exploratory well in the UK to undergo hydraulic fracturing was located at Preese Hall, Lancashire and occurred in 2011. During the hydraulic fracturing operation, seismic activity occurred, and the hydraulic fracture was halted. Soon after a UK government moratorium was implemented, which has since been lifted after scientific and regulatory reviews were undertaken, recommendations made, and those recommendations implemented. Yet the public debate, demonstrations, and division over shale gas extraction, and 'fracking' in particular (as hydraulic fracturing is colloquially known as), remains. What also remains a constant in the media is the impression that shale gas extraction is synonymous with 'fracking', and that it occurs all the time. The role that 'fracking' plays in shale gas extraction is often poorly understood by the public, with references to the US experience in shale gas extraction common. Another common public misconception surrounding shale gas extraction is that of the regulatory framework. Again, the experiences of regulation in the USA are commonly cited, often with mistaken reference to 'poor' or 'bad' laws. It is against this backdrop that the idea of this handbook was born, with it overarching aim to attempt to dispel the myths and misinformation surrounding shale gas extraction through a comprehensive consideration of shale gas law and policy.

This work assembles some of the finest shale gas scholars in the world to provide an academic assessment of the governance of shale gas extraction. Aimed at academics, policy-makers, scholars, NGOs, decision-makers and community groups, this handbook brings together legal academics, geologists, engineers, economists and political scientists to provide a comprehensive overview of the governance framework for shale gas. In doing so there is a focus on three broad jurisdictions: the US, which has experienced shale gas extraction on a massive scale; Europe, and in particular the UK, which is poised on the edge of the shale gas cliff and is trying to decide whether that cliff poses a great threat or a great boom; and Australia, which is the only jurisdiction outside of the US to commercialise unconventional petroleum (in this instance coal seam gas).

In order to provide the reader with a comprehensive study of shale gas law and policy, this book has been divided into five parts.

Intersentia V

Utilising the experience of legal academics, geologists and engineers, Part I provides the reader with a background of shale gas development and an overview of the technical aspects of shale gas activities. It covers the geology and geophysics of shale gas activities, well integrity and well response, and risk and response in shale gas operations.

Part II, written by economists and political scientists, focuses on the economic and security aspects of shale gas. It considers the USA experience and explains why the USA experience is not replicable in other jurisdictions. This part also considers the role of shale gas in global markets. The issue of energy security is also addressed in this part, particularly within the European context.

Petroleum company access to shale gas resources is the focus of Part III. Drawing on the expertise of legal academics on three continents, this part examines access to shale gas resources, and associated property law issues, in North America, Australia, and the UK.

Part IV is devoted to the regulation of shale gas. The first two chapters in this part examine broad concepts of regulation: principles of environmental regulation, and global and EU environmental law. These chapters are followed by a consideration of the EU framework and EU issues related to shale gas regulation. The final three chapters in this part are devoted to the law and regulation of shale gas activities in UK, North America, and Australia.

Finally, Part V considers the future aspects of shale gas. It examines these future issues form a legal and regulatory viewpoint, as well as considering the UK in details, focusing on the domestic regulatory challenges.

This handbook has assembled a stellar group of academic contributors from four continents. I wish to thank the authors for their contribution. It has been an absolute pleasure to work with academics from the sciences and social sciences as well as law, located in such far-flung countries as Australia, Russia, the USA and Canada. It has truly been a pleasure to work with each and every academic, and I look forward to working together in the future.

In undertaking this project, I have received much support from colleagues and family, and would like to thank them. I have received a tremendous amount of support from my editor Ann-Christin Maak, and would like to thank her for her unwavering support and hard work to bring this project together. I would also like to thank the University of Eastern Finland and Professor Kim Talus for their support. Finally, I would like to acknowledge the Academy of Finland for research funding from project number 276974, *Impact of shale gas in EU energy law and policy; regulatory and institutional perspective*.

Dr Tina Hunter

vi Intersentia

CONTENTS

Lis	eface
	ART I. VERVIEW AND INTRODUCTION TO SHALE GAS ACTIVITIES
Int	troduction Tina Hunter3
1.	Introduction
2.	Global Shale Gas Resources
3.	, ,
4.	Conclusion
Sh	ales, Shale Gas and Hydraulic Fracturing
	Peter Styles
1.	Introduction
2.	Hydrocarbon-Based Energy
3.	But First, What is a Shale?
4.	Shale Gas
5.	Issues which Fracking Raises
6.	Summary and Conclusions
•	odraulic Fracturing in Shale Gas Operations: Risk and Response Shale Gas Policy
	Hannah J. Wiseman
1.	The Risks of Unconventional Oil and Gas Development and
	Regulatory Responses to Risks
2.	Remaining Regulatory Gaps 61

Intersentia vii

PART II. SHALE GAS ECONOMICS AND ENERGY SECURITY

	tting: A Russian Perspective
	Andrey Konoplyanik 65
1.	Shale Development and Technological Advances
	Why in the US and not Elsewhere?
3.	Why not in Europe? Why not in China? Why not Elsewhere?
	Domino Effects of the US Shale Gas Revolution
	Current US Problems: Financial Price to Pay for Shale Revolution 97
Sh	ale Gas and Global Markets
	Roberto F. Aguilera and Marian Radetzki
1.	Introduction
2.	Definitions and Technical Characteristics 108
3.	US Achievements to Date
4.	Impact on US and International Energy Markets
5.	The Shale Revolution: Its General Benefits to the US Economy 116
6.	Anticipated Future US Prospects and their Implications
7.	Will the Revolution Spread Globally?
8.	Policy Implications of a Successfully Maturing Global Shale
	Revolution
Sh	ale Gas and Energy Security
	Slawomir Raszewski
1.	Global Energy Demand
2.	Conventional Thinking in Energy Security 126
3.	Changing Dynamics of Energy Security: Unconventional Gas
	and its Challengers
4.	Governance of Energy Markets
5.	Geopolitics of Energy
6.	International Oil Companies and Resource Nationalism
7	Conclusion 136

viii Intersentia

PART III. ACCESS TO SHALE GAS RESOURCES

	North America Alastair R. Lucas, QC and Simone Fraser	139
1. 2. 3. 4. 5.	United States Permit Requirements	140 141 149
	ranting of Shale Gas Licences, Land Access and Property Rights Australia	
	Michael Weir.	157
	Introduction	
4.	Petroleum	159 164
Sh	ale Gas Licensing in the United Kingdom Tina Hunter and Steven Latta	173
	Introduction	
_	and Petroleum	
3. 4.	8	
5.	Conclusion	
	ART IV. HALE GAS LAW AND REGULATION	
Re	gulating Hydraulic Fracturing David Campin	189
1.	Introduction	189
2.	Petroleum Resource Ownership	192

Intersentia ix

3.	Environmental Regulatory Focus with Hydraulic Fracturing	193
4.	Summary	210
Re	gulating Well Integrity	
	Andrew Garnett	213
1.	Introduction	213
2.	What is Well Integrity?	
3.	Geology and the Environment in which Wells Operate	
4.	Constructing or Installing the Oil and Gas Well: Basics	
5.		
	Well Integrity Issues Specific to Hydraulically Fractured Wells	
7.		
8.	Conclusion	
9.	Summary of Key API Shale-Related Guidelines	234
т.		
ın	e Environmental Challenges of Shale Gas Extraction David M. Ong	237
	David III. ONG	237
1.	Introduction: The Challenge of New Technologies for Environmental	
	Law	
	US State (as Opposed to Federal) Regulation of the Shale Industry	241
3.	Shale Industry Regulation in Canada: Implications of the Quebec	
	Moratorium	246
4.	EU Commission Recommendations on Minimum Principles	
	for the Shale Industry	
	France: Prohibiting the Shale Gas Industry	252
6.	Poland: Facilitating the Shale Gas Industry at the Expense	
_	of Environmental Concerns?	
7.	The UK Approach to the Shale Industry: Cautious but Permissive	
8.	Conclusions	259
Aı	n Overview of Shale Gas Law and Policy	
	Slawomir Raszewski	261
1.	European Position on Shale Gas Exploration and Production	262
	Country Developments: Poland	
	Country Developments: Romania	
4.	Country Developments: Bulgaria	273
5.	Country Developments: France	276
6.	Conclusion	280

X Intersentia

Sh	ale Gas Law and Regulation in the United Kingdom	
	John Paterson and Tina Hunter	281
1.	Introduction	281
2.		
3.	Health, Safety and Well Integrity	
4.	Planning Permission	
5.		
6.	Hydraulic Fracturing Permissioning Regime (Drill and Fracture)	
7.	Conclusion	302
Sh	ale Gas Law and Regulation in North America	
	Allan Ingelson	305
1	Introduction	305
2.		
3.		
	Conclusion	
Sh	ale Gas Law and Policy in Australia	
	Tina Hunter	341
1	Introduction	3/11
2.		
3.		
	Conclusion	
PA	ART V.	
Τŀ	HE FUTURE OF SHALE GAS IN THE UNITED KINGDOM	
c.	ale Gas and the Energy Policy 'Trilemma'	
311	Cristelle Maurin and Vlado Vivoda	360
	Cristerie Maurin and Viado VIVODA	305
	Introduction	
2.	Availability	371
	Affordability	
	Sustainability	
5.	Policy Implications	
-		200

Intersentia xi

Contents

Fu	ture Trends in Shale Gas Law and Policy in the United Kingdom	
	Tina Hunter, Emre Úsenmez and John Paterson	383
1.	Introduction	383
2.	Moratoria	385
3.	Devolution	386
4.	Review and Regulatory Reform	388
5.	Fiscal Incentives.	391
6.	Conclusion	394
In	dex	395

Xii Intersentia

LIST OF TABLES AND FIGURES

Γ	Δ	P	T	1	F	C
	ᄸ		1		Г.	٠,

Table 2.1. Table 4.1. Table 5.1. Table 10.1.	Typical constituents of hydraulic stimulation fluid
FIGURE	S
Figure 1.1.	Phases of conventional petroleum extraction 8
Figure 1.2.	Stages of development in the extraction of conventional petroleum 9
Figure 2.1.	Global distribution of significant shale gas resources 15
Figure 2.2.	A simplified grain size chart for clastic sediment (e.g. sand, silt),
Ti o o	and their respective sedimentary rocks (e.g. sandstone, siltstone) 16
Figure 2.3.	Clastic rocks in thin section, at magnifications of 40x and 200x 17
Figure 2.4.	Conventional and unconventional hydrocarbon reservoirs 19
Figure 2.5.	The various types of clastic reservoir, which can contain oil and gas
Figure 2.6.	The great range of invaluable petrochemical products that can
rigure 2.0.	be derived from Ethane, a minor constituent of shale gas 21
Figure 2.7.	The casing structure and the geometry of a hydraulic
118410 2.71	stimulation (fracking) process
Figure 2.8.	Typical four-layer concentric casing and grout completion 24
Figure 2.9.	Microseismic clouds for a sequence of stimulations
U	Gel fracking versus slickwater fracking
-	Postulated routes to environmental impact from the shale gas
_	hydraulic fracturing operations
Figure 2.12.	Vertical extent of hydraulically stimulated fractures with
	respect to aquifers and to the casing position (inset) 32
Figure 2.13.	Plots of fracture height against volume of fluid injected during
	the hydraulic stimulation and against depth 34
· ·	Potential issues with regard to potable water supplies
Figure 4.1.	Two types of technological advance and the US shale gas
	revolution

Intersentia Xiii

Figure 4.2.	Top ten states with highest technically recoverable shale gas resources (according to EIA DOE)
Figure 4.3.	Conventional gas reserves versus shale gas resources
Figure 4.4.	'Volume of shale gas resources, potentially, is sufficient to
rigure 4.4.	radically change gas market. If you can extract them'
	(Financial Times)
Figure 4.5.	Role of US state financing in stimulating the 'US shale gas
riguic 4.5.	revolution' (based on MIT study)
Figure 4.6.	US DOE natural gas research funding history (based on MIT
riguite 4.0.	study)
Figure 4.7.	Role of US state financing in stimulating coalbed methane US
riguit 4.7.	production (based on MIT study)
Figure 4.8.	EU shale gas: where overestimated expectations came from 82
U	US oil output had been declining since early July, yet still was
Figure 4.9.	- · · · · · · · · · · · · · · · · · · ·
Eiguna 4 10	260 kbd higher year-on-year in end September
•	US new-well production per rig
Figure 4.11.	Shale production is directly proportional to spending but the
F: 4.12	ratio varies per play
Figure 4.12.	US shale is not only about production economics but also
F: 4.12	ability to raise debt
Figure 4.13.	Energy companies have been borrowing to fuel growth
	making energy debt the biggest component of the US junk
T: 4.14	bond market
Figure 4.14.	Resources versus reserves: geology, technology, economics,
T: 4.15	politics
Figure 4.15.	Author's economic interpretation of Hubbert's curves and US
T	shale revolution
	'Learning curves' and the role of state
-	US natural gas marketed production (tcf)
-	Natural gas prices (nominal \$/mcf 2014)
-	Well barrier schematic
-	Well integrity status categorisation
Figure 11.3.	Sub-sets of well integrity status, classification and impact
	(not to scale)
	Sub-surface pressures versus depth
Figure 14.1.	Simplified outline of the permissioning process for permission
	to drill
Figure 14.2.	Simple bow tie diagram of prevention and response in shale
	gas extraction
•	Overview of gas basins in Australia
Figure 16.2.	Government agencies responsible for the regulation of the
	environmental impact of onshore petroleum activities in
	Western Australia

XİV Intersentia

LIST OF AUTHORS

Roberto F. Aguilera

Adjunct Research Fellow, Curtin University, Australia

David Campin

University of Queensland, Australia

Simone Fraser

LLM, University of Calgary, LLB (Honors) University of Auckland, LLB NCA, Canada

Andrew Garnett

Professor and Director of the Centre for Coal Seam Gas, University of Queensland, Australia

Tina Hunter

Reader in Energy Law and Director of the Centre for Energy Law, University of Aberdeen, United Kingdom

Allan Ingelson

Executive Director, Canadian Institute of Resources Law, University of Calgary, Canada

Andrey Konoplyanik

Professor, Russian Gubkin State Oil & Gas University, Chair of the Department of International Oil & Gas Business, and Advisor to Director General of Gazprom Export LLC

Steven Latta

Assistant Head of Transnational Education, Glasgow Caledonian University, United Kingdom

Alastair R. Lucas, QC

Professor of Law and Adjunct Professor of Environmental Design, University of Calgary, Canada

Intersentia XV

Cristelle Maurin

Research Associate at the International Energy Policy Institute, University College London (UCL Australia)

David M. Ong

Research Professor of International and Environmental Law, Nottingham Law School, Nottingham Trent University, United Kingdom, and Visiting Fellow, International Maritime Law Institute (IMLI), Malta

John Paterson

Professor of Law, University of Aberdeen, United Kingdom

Marian Radetzki

Professor of Economics, Luleå University of Technology, Sweden

Slawomir Raszewski

Lecturer in Oil and Gas Management, University of East London, and Research Associate, King's College London, United Kingdom

Peter Styles

Editor-in-Chief of *Geoscientist*, and Professor of Applied and Environmental Geophysics, Keele University, United Kingdom

Emre Úsenmez

Lecturer in Oil and Gas Law and an Associate at the Aberdeen University Centre for Energy Law, United Kingdom

Vlado Vivoda

Research Fellow, Centre for Social Responsibility in Mining, Sustainable Minerals Institute, University of Queensland, Australia

Michael Weir

Professor of Law, Bond University, Gold Coast, Australia

Hannah J. Wiseman

Attorneys' Title Professor, Florida State University College of Law, United States

XVi Intersentia