

CIVIL LIABILITY AND FINANCIAL SECURITY FOR OFFSHORE OIL AND GAS ACTIVITIES

Civil Liability and Financial Security for Offshore Oil and Gas Activities provides insights into the liability and compensation regime for offshore-related damage. This book analyzes the legal regime in a number of countries (including the United States and the United Kingdom) as well as the EU regime. In addition, the various compensation mechanisms and amounts available today to compensate offshore-related damage are described and critically analyzed. Moreover, based on in-depth interviews with a wide variety of relevant stakeholders, including insurers, representatives from supervisory authorities, and oil and gas producers, this volume also provides a variety of policy recommendations formulated to provide an optimal compensation regime for offshore-related damage.

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GAS ACTIVITIES

Edited by MICHAEL FAURE

Universiteit Maastricht, Netherlands





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PREFACE AND ACKNOWLEDGEMENTS

On April 20, 2010, the world was shocked when an accident occurred at the mobile deep-water offshore rig Deepwater Horizon in the Gulf of Mexico, leading to an unprecedented spill that continued for several months with a total loss of several million barrels of oil. Immediately after the incident, the obvious question was asked whether the operator (BP) could be held liable to compensate for the damage that resulted from the incident. In the immediate aftermath of the disaster, steps were taken to force BP to make funds available for compensation of the victims in the light of its obligations under the US Oil Pollution Act. However, in other jurisdictions the question also arose as to how liability and compensation for the consequences of such an incident would be regulated. It appeared that whereas oil spills resulting from tankers had been largely regulated, to some extent to the surprise of many, there was no international convention with respect to civil liability and compensation for damage resulting from offshore oil and gas activities. This also led to great concern within the European Union and resulted, inter alia, in legislative action by the European Commission leading to a Directive (2013/30/EU of June 12, 2013) on the safety of offshore oil and gas operations. At the same time, the European Commission also commissioned an in-depth study into the liability and compensation for damage resulting from offshore oil and gas activities, where these activities occur in European waters. This study started in the fall of 2012, and the results were delivered in October 2013. Subsequently, the team of writers has substantially revised and updated the policy report into an academic study, of which this book is the result.

The aim of this book is not only to provide insights, *inter alia*, by focusing on past incidents, on the risks related to offshore incidents but also to provide an in-depth analysis of existing legal regimes at both the international and EU levels, as well as by analyzing various domestic legal regimes. This book equally analyzes how currently (through a variety of financial and insurance instruments) the liability for damage resulting



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PREFACE AND ACKNOWLEDGEMENTS

from a major offshore accident is covered. In addition to describing the status quo, this book also analyzes, taking both an empirical and a theoretical (law and economics) approach, how the compensation of damage following a major offshore accident could be arranged. The analysis in this book focuses on the question of how (using a variety of compensation mechanisms in combination), on the one hand, a high amount of compensation could be provided and, on the other hand, how various compensation mechanisms could equally provide effective incentives to prevent major offshore accidents.

Because the questions addressed in this book go beyond a simple legal analysis, the team of authors constituted lawyers (Faure, Liu, and Wang) and economists (Philipsen and De Smedt). Because our aim was not only to provide an academic study but also to obtain detailed insights into the scope of offshore-related risks and the compensation mechanisms available, more than twenty interviews were held with relevant stakeholders (listed in Appendix 1). We are grateful to the stakeholders we interviewed for the valuable information they provided, which substantially contributed to the quality of the final result. During the earlier phase of the collaboration with the European Commission, we benefited from interesting insights and comments provided by collaborators at the Commission. We are grateful to all of them and, in particular, to Eero Ailio, Arthur van Daelen, Xavier Goulay, Jorg Koehli, and Taf Powell.

Obviously, the usual disclaimer applies, implying that the contents of this book obviously do not bind the European Commission in any way and that all errors are ours alone.

We are equally grateful to Marjo Mullers and Marina Jodogne (METRO, Maastricht University) for editorial assistance, as well as to the team at Cambridge University Press for a pleasant collaboration in the preparation of this manuscript for publication.

We truly hope that with this book we can provide a modest contribution to improving the safety of offshore oil and gas activities and to an adequate compensation of victims.



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ABBREVIATIONS

ACV actual cash value

AEC Atomic Energy Commission (US)

AIPN Association of International Petroleum Negotiators

AMSA Australian Maritime Safety Authority

ANI American Nuclear Insurers

ANP National Petroleum Agency (Brazil)

AtG Atomgesetz AUD Australian dollar

Barcelona Convention Convention for the Protection of the Marine Environment

and the Coastal Region of the Mediterranean

BAT best available techniques

bio. billion

BOE barrels of oil equivalent

BOEM Bureau of Ocean Energy Management

BOEMRE Bureau of Ocean Energy Management, Regulation and

Enforcement

BOP blowout preventer BP British Petroleum

BSEE Bureau of Safety and Environmental Enforcement (US)
Bucharest Convention Convention in the Protection of the Black

Sea Against Pollution 1992

CBT contingent business interruption

CCC care, custody, or control

CERCLA Comprehensive Environmental Response, Compensation,

and Liability Act (US)

CESE Conseil Économique, Social et Environnemental

CFR Code of Federal Regulations (US)
CGAA Coast Guard Authorization Act (US)

CGMTA Coast Guard and Maritime Transportation Act (US)
CLC International Convention on Civil Liability for Oil

Pollution Damage

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XXII LIST OF ABBREVIATIONS

CLEE The Convention of Civil Liability for Oil Pollution

Damage Resulting from Exploration for and the

Exploitation of Seabed Mineral Resources

COFR certificate of financial responsibility

COPE Compensation for Oil Pollution in European Waters
CRISTAL Contract Regarding an Interim Supplement to Tanker

Liability for Oil Pollution

CSC Convention on Supplementary Compensation for Nuclear

Damage

CSSP court-supervised settlement program

CWA Clean Water Act (US)
DEA Danish Energy Agency

DECC Department of Energy and Climate Change (UK)

DEFRA Department for Environment, Food and Rural

Affairs (UK)

DEM Deutsche mark

DEPA Danish Environmental Protection Agency

DMITRE Department of Manufacturing, Innovation, Trade,

Resources and Energy

DNV Det Norske Veritas

DOE Department of Energy (US)
DOI Department of the Interior (US)
DOJ Department of Justice (US)
DUC Dansk Undergrunds Consortium

EED Energy Exploration and Development (Insurance)

EEZ exclusive economic zone

EIA Energy Information Administration (US)
ELD Environmental Liability Directive

ELINI European Liability Insurance for the Nuclear Industry
EMANI European Mutual Association for Nuclear Insurance

EMSA European Maritime Safety Agency
ENI Italian Hydrocarbons Agency
ENO extraordinary nuclear occurrence
EPA Environmental Protection Agency (US)

EU European Union

EUR euro

FERC Federal Energy and Regulatory Commission (US)

FR Financial Responsibility Form

Fund Convention International Convention on the Establishment of an

International Fund for Compensation for Oil Pollution

Damage

GCCF Gulf Coast Claims Facility (US)



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GT tonnage of ship HCRs hydrocarbon releases

Helsinki Convention Convention for the Protection of the Marine Environment

of the Baltic Sea Area 1992

HP high-pressure wells

HSE Health and Safety Executive (UK)

HT high-temperature wells

IADC International Association of Drilling Contractors

IAEA International Atomic Energy Agency

IAT incident analysis team
IEA International Energy Agency
IMO International Maritime Organization
IMR Institute of Maritime Research
INPO Institute of Nuclear Power Operations

INTERTANKO International Association of Independent Tanker Owners

IOPC Fund International Oil Pollution Compensation Fund

IRF International Regulators' Forum

IRMIInternational Risk Management InstituteITREEuropean Parliament's Committee on EnergyIUMIInternational Union of Marine Insurance

J&S joint and several liability

JNCC Joint Nature Conservation Committee

JOA joint operating agreement JRC Joint Research Centre

Klif Climate and Pollution Agency (Norway)

KPI key performance indicator LNG liquefied natural gas

LOGIC Leading Oil Government's Oil and Gas Industry Task

Force

LTA lost-time accident

MAERP Mutual Atomic Energy Re-Insurance Pool

MARPOL 73/783 1973 International Convention for the Prevention of

Pollution from Ships as Amended by the Protocol 1978

MCA Maritime and Coastguard Agency (UK)

MDL multidistrict litigation

MEP Member of the European Parliament MIA Mutual Indemnity Agreement

mio. million

MIT Massachusetts Institute of Technology
MMS Minerals Management Service (US)
MODU mobile offshore drilling unit
MOEX Mitsui Oil Exploration Company



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XXIV LIST OF ABBREVIATIONS

MOPU mobile offshore production units MOU memorandum of understanding

MPE Ministry of Petroleum and Energy (Norway)

MRF mutual response fund NatCats natural catastrophes

NCA Norwegian Coastal Administration

NEA Nuclear Energy Agency

NEB National Energy Board (Canada)
NEIL Nuclear Electric Insurance Limited

NELIA Nuclear Energy Liability Insurance Association

NFWF National Fish and Wildlife Foundation

NGO nongovernmental organization

NINA Norwegian Institute for Nature Research

NM nautical mile(s)

NOAA National Oceanic and Atmospheric Administration (US)
NOGEPA Netherlands Oil and Gas Exploration and Production

Association

NOK kroner (Norway)

NOPSEMA National Offshore Petroleum Safety and Environmental

Management Authority (Australia)

Nordic Convention Nordic Environmental Protection Convention NPCA Norwegian Pollution Control Authority NPD Norwegian Petroleum Directorate

NPDES National Pollutant Discharge Elimination System (US)

NPFC National Pollution Fund Centre (US)
NRC Nuclear Regulatory Commission
NSOAF North Sea Offshore Authorities Forum
OCES Operators' Co-operative Emergency Services

OCIL Oil Casualty Insurance Limited

OCS outer continental shelf

OCSLA Outer Continental Shelf Lands Act

OECD Organization for Economic Cooperation and

Development

OEE operators extra expense (insurance policy)

Offshore Protocol Protocol for the Protection of the Mediterranean Sea

Against Pollution Resulting from Exploration and Exploitation of the Continental Shelf and the Seabed and

Its Subsoil, 1994

OGP International Association of Oil and Gas Producers

OIL Oil Insurance Limited

OOG Overlegorgaan Olie en Gas (Netherlands)

OPA Oil Pollution Act 1990 (US)



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OPEC Organization of the Petroleum Exporting Countries

OPEP Oil Pollution Emergency Plan (UK)

OPGGSSA Offshore Petroleum and Greenhouse Gas Storage Act

(Australia)

OPOL Offshore Pollution Liability Agreement

OPRC Convention International Convention on Oil Pollution Preparedness,

Response, and Cooperation 1990

OSCAR Oil Spill Contingency and Response

OSFR Oil Spill Financial Responsibility for Offshore Facilities

OSIS Oil Spill Information System
OSLTF Oil Spill Liability Trust Fund (US)

OSPAR Convention Convention for the Protection of the Marine Environment

of the North-East Atlantic of 1992

OSPRAG Oil Spill Prevention and Response Advisory Group

PAA Price-Anderson Act (US)
P&I Clubs Protection and Indemnity Clubs

PLA public liability action

PSA Petroleum Safety Authority (Norway)
PTTEP PTT exploration and production

PTTEP AA PTTEP Australasia RCV replacement-cost value

REG regulation

RWC restricted work cases

RWS NZ Rijkswaterstaat Noordzee (Netherlands)
SDFI State's Direct Financial Interest (Norway)

SDR Special Drawing Rights

SEC Securities and Exchange Commission

SEMS Safety and Environmental Management System

SFS 1968:45 Swedish Nuclear Liability Act

SIR self-insured retention

SL strict liability

SLA Submerged Lands Act 1953

SOS sudden oil spill

SPV special-purpose vehicle

SSM State Supervision of Mines (Netherlands)

STOPIA Small Tanker Oil Pollution Indemnification Agreement
TOPIA Tanker Oil Pollution Indemnification Agreement

TOVALOP Tanker Owners Voluntary Agreement Concerning

Liability for Oil Pollution

UK United Kingdom
UN United Nations

UNCLOS United Nations Convention on the Law of the Sea



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XXVI LIST OF ABBREVIATIONS

UNEP United Nations Environment Program

US United States US\$ US dollars

VoOs vessels of opportunity

WANO World Association of Nuclear Operators

WELD Willis Energy-Loss Database

WOAD Worldwide Offshore Accident Databank