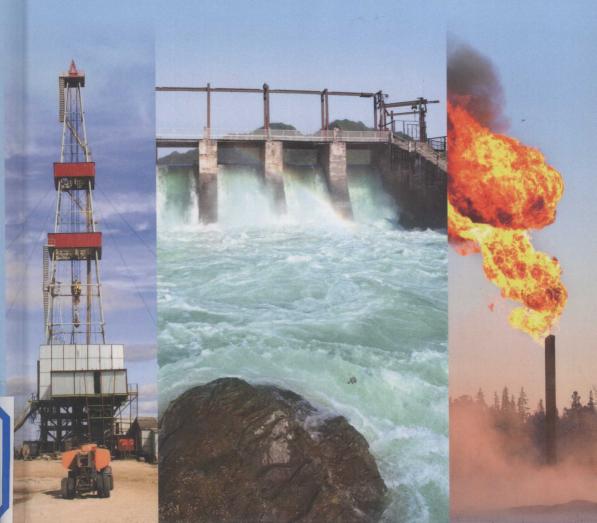
PAMI AALTO



RUSSIA'S ENERGY POLICIES

National, Interregional and Global Levels



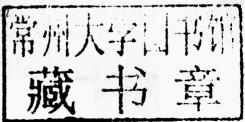
Russia's Energy Policies

National, Interregional and Global Levels

Edited by

Pami Aalto

University of Tampere, Finlan



Edward Elgar

Cheltenham, UK . Northampton, MA, USA

© Pami Aalto 2012

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system or transmitted in any form or by any means, electronic, mechanical or photocopying, recording, or otherwise without the prior permission of the publisher.

Published by
Edward Elgar Publishing Limited
The Lypiatts
15 Lansdown Road
Cheltenham
Glos GL50 2JA
UK

Edward Elgar Publishing, Inc. William Pratt House 9 Dewey Court Northampton Massachusetts 01060 USA

A catalogue record for this book is available from the British Library

Library of Congress Control Number: 2011932886



ISBN 978 1 84980 029 7

Typeset by Cambrian Typesetters, Camberley, Surrey Printed and bound by MPG Books Group, UK

Contributors

Pami Aalto is Jean Monnet Professor in the School of Management and Director of the Jean Monnet European Centre of Excellence, University of Tampere, Finland. He has worked at the interface of international relations, political geography, psychology and sociology; and in interdisciplinary fields such as energy research, post-Soviet studies and European studies. He is coeditor (with V. Harle and S. Moisio) of *International Studies: Interdisciplinary Approaches* (Palgrave, 2011) and *Global and Regional Problems: towards an Interdisciplinary Study* (Ashgate, 2011); (with H. Blakkisrud and H. Smith) *The New Northern Dimension of European Neighbourhood* (CEPS, 2008); editor of *The EU-Russian Energy Dialogue: Europe's Future Energy Security?* (Ashgate, 2007), and author of *European Union and the Making of a Wider Northern Europe* (Routledge, 2006) and *Constructing Post-Soviet Geopolitics in Estonia* (Frank Cass, 2003).

Margarita M. Balmaceda (MA and PhD in Politics from Princeton University) is Professor of Diplomacy and International Relations, Seton Hall University and Associate of Ukrainian Research Institute at Harvard University. In 2010–11, under an EU Marie Curie Fellowship in partnership with the University of Helsinki, she has been conducting a project on 'Getting energy from Russia to Europe: domestic political conditions in the energy-poor transit states and risks to energy transit', an area of research she has developed through, among other publications, her books on *The Ukrainian–Russian–Central European Security Triangle* (Editor, CEU Press, 2000), Energy Dependency, Politics and Corruption in the Former Soviet Union (Routledge, 2008) and (forthcoming) The Politics of Energy Dependency: Ukraine, Belarus and Lithuania Between Domestic Oligarchs and Russian Pressure, 1992-2010. In 2011–12 she will be a Senior Fellow at the Krupp Institute for Advanced Studies in Greifswald, Germany.

Michael Bradshaw is Professor of Human Geography in the Department of Geography at the University of Leicester, UK. He is also Honorary Senior Research Fellow in the Centre for Russian and East European Studies at the University of Birmingham, UK, and a Visiting Senior Research Fellow at the Oxford Institute for Energy Studies. In 2007 he received the Back Award from

the Royal Geographical Society (with the Institute of British Geographers) in recognition of his research on applied aspects of economic transformation in the post-socialist world. From 2008–11 he was the recipient of a Major Research Fellowship funded by the Leverhulme Trust to work on the relationship between energy security, globalization and climate change. From this research, a book will be published entitled: *Global Energy Dilemmas: Energy Security, Globalization and Climate Change* (Polity Press, 2012).

David Dusseault is currently a Post-doctoral Research Fellow at the Aleksanteri Institute, University of Helsinki. Previously, he held the post of Acting Professor for Russian Energy Policy at the Department of Social Policy, University of Helsinki, His research interests focus primarily on the political economy of the oil and gas sector and their subsequent influence on socio-economic development and modernization policies of producing states. His recent publications include book chapters 'The legacy of the oil industry in Tomsk oblast: contradictions among socio-economic development, political legitimacy and corporate profits' (Springer, 2011), 'The impact of Nord Stream, South Stream on the gas transit via Ukraine and security of gas supplies to Ukraine and the EU' (Turku School of Economics, 2009), as well as policy briefs on Russian energy politics in the Baltic Rim Economies. Ongoing research projects include energy sector development from different perspectives, 'The political economy of Azerbaijan's energy sector: looking beyond the contract of the century' and 'Walking with giants: navigating the domestic energy sector with Russia's energy minors'.

Michael D. Kennedy is Professor of Sociology and International Studies at Brown University, where he explores the relationship between knowledge practices and global transformations. Beginning with studies of intellectuals and professionals in East European social movements and systemic change, for example *Professionals, Power and Solidarity* (Cambridge University Press, 1991) and *Cultural Formations of Postcommunism* (University of Minnesota Press, 2002), Kennedy now works on how transformations in the communicative capacities of intellectuals and their institutions articulate alternative futures around extensions of democracy, peace, and sustainability with particular places in mind. His most recent publications have addressed the public university, area studies and energy security in these terms.

Markku Kivinen is Professor and Director of the Aleksanteri-institute, Finnish Centre for Russian and East European Studies, University of Helsinki. Previously he has been Professor of Sociology at the University of Lapland and Visiting Professor at the University of Michigan. He has published widely on Russia and on transition in Russia and in the West. His research interests

comprise social theory, power, inequality and cultural structures. His most recent books are *Progress and Chaos: Russia as a Challenge for Sociological Imagination* (Kikimora, 2002) and (co-edited with K. Pynnöniemi) *Beyond the Garden Ring: Dimensions of Russian Regionalism* (Kikimora, 2002). Professor Kivinen directs the Eurasian Energy Group of the Aleksanteri institute.

Xu Liu is a research fellow in the Slavic Research Center, Hokkaido University, Japan, and is currently studying Russia's energy and environmental policy and energy cooperation in Northeast Asia. He earned two bachelor's degrees from Peking University, one in Russian Literature and the other in Economics, and has studied at Tsukuba University and Hokkaido University; he later received his PhD from Hokkaido University. He is a regular contributor to the opinion corner of the Economic Research Institute for Northeast Asia (ERINA) and has published papers related to Russia's energy policy in academic journals and industry magazines, including 'Oil development and environmental problems in the Eastern part of Russia: a case of the construction of the Eastern Siberia–Pacific Ocean pipeline', in the volume *Russian and East European Studies* (JAREES, 2008).

Nina Poussenkova is senior researcher in the Institute of World Economy and International Relations (IMEMO), Russian Academy of Sciences, where she heads the Forum 'Oil and Gas Dialogue'. She has formerly worked for the Russian consulting company Center for Foreign Investment and Privatization; Salomon Brothers and Lazard Freres investment banks; and as a project manager and expert for WWF Russia, and Project Director at the Carnegie Moscow Center. She has published extensively on Russian energy issues. energy companies and environmental questions. Together with Lev Tchurilov, the last Minister of the Oil Industry of the Soviet Union, and Isabel Gorst, she wrote Lifeblood of Empire: A Personal History of the Rise and Fall of the Soviet Oil Industry (PIW Publication, 1996). Her most recent publications include Lord of the Rigs: Rosneft as a Mirror of Russia's Evolution (James Baker Institute for Public Policy publications, Houston, 2007), Russian Companies in the 21st Century: Towards Competitive Corporate Citizenship (WWF-Russia, 2007), and 'Russia's future customers: Asia and beyond', in Russian Energy Power and Foreign Relations (Routledge, 2009).

Hanna Smith is a researcher at the Aleksanteri Institute, University of Helsinki, Finland, and is an expert on Russian foreign policy, as well as domestic policy trends affecting Russia's foreign relations. She holds degrees from Sweden and the United Kingdom in Russian language, history, politics and foreign policy as well as international relations. In 2001–02 she was a

visiting researcher at the University of Birmingham and in 2006 at the Finnish Ministry of Foreign Affairs. Having worked in numerous academic and policy-oriented projects, her publications include the edited volumes *Russia* and its Foreign Policy – Influences, Interests and Issues (Kikimora, 2005); The Two-Level Game: Russia's Relations with Great Britain, Finland and the European Union (Aleksanteri Institute, 2006); (with O. Kuusi and P. Tiihonen), Russia 2017: three scenarios (The Committee of the Future, Parliament of Finland, 2007); Challenges of Russia (Ministry of Defence of Finland, 2008) and (with P. Aalto and H. Blakkisrud) The New Northern Dimension of the European Neighbourhood (Centre for European Policy Studies, 2008), as well as numerous articles.

Shinichiro Tabata is Professor in the Slavic Research Center, Hokkaido University, Japan, and a contributing editor of *Eurasian Geography and Economics*. He has an MA in sociology. He has published widely on energy economics and the Russian economy, including the edited volume *Dependent on Oil and Gas: Russia's Integration into the World Economy* (Slavic Research Center, Hokkaido University, 2006). He has contributed to the journal *Eurasian Geography and Economics* on such topics as oil and gas export revenues, the Stabilization Fund, comparison between Russia and Saudi Arabia and the impact of global financial crisis on the Russian economy.

Nina Tynkkynen is a post-doctoral researcher at the School of Management, University of Tampere, Finland. Her research interests focus on international environmental politics and environmental aspects of energy policy. She has published on Russian environmental politics and cooperation, including her doctoral dissertation *Constructing the Environmental Regime between Russia and Europe: Conditions for Social Learning* (Tampere University Press, 2008), and articles for example in *Environmental Politics*.

Acknowledgements

This book is the result of collaboration on the study of Russian energy policy and its theoretical modelling that was started in 2006, with Pami Aalto, David Dusseault, Markku Kivinen and Michael Kennedy among the key driving forces. Since 2007, the core team behind this book has held several workshops and seminars in the Aleksanteri Institute, University of Helsinki, Finland, under the auspices of the Institute's Eurasia Energy Group. Two meetings were also organized at the University of Michigan's Center for Russian, East European and Eurasian studies and hosted by Kennedy.

Hanna Smith, Margarita Balmaceda and Mikko Palonkorpi also provided valuable input to many of those meetings and discussions, while several other members of the Aleksanteri Institute's staff and associated researchers took and continue to take part in some of the activities, among them Jeremy Smith. The core group also presented its work at the Russian International Studies Association conference in 2006 and the Nordic International Studies Association conference at the University of Southern Denmark in 2007, at the Association for the Advancement of Slavic Studies conference in Boston, 2009, where Robert Legvold proved a characteristically able and perceptive discussant, and the Aleksanteri Conference 'Fuelling the Future: Assessing Russia's Role in Eurasia's Energy Complex', in October 2010, among many other events. We continue to be most grateful to the organizers and participants of these events for the opportunities to obtain valuable feedback and to engage with stimulating audiences.

The idea for the present book grew gradually through the progress of the joint work and meetings, and was made the main objective of the collaborative work in the framework of the Academy of Finland project 'Russia's energy policy and its external impacts' (Kivinen, 2008–11). Later, Aalto's project 'Energy policy in European integration' (Academy of Finland, 2011–14, no. 139686) provided further academic and administrative support for the joint work. The more policy relevant side of the development work was greatly enhanced by smaller projects producing policy memos on Russian and Russian-European energy politics to the Ministry of Foreign Affairs in the course of 2006, and a related project funded by the Ministry on 'The new Northern Dimension and the possibility of an energy partnership – cooperation between Finland and Norway' (2007–09), coordinated by Aalto and Smith.

The contributors to this book held a book workshop in Helsinki in May 2010 to discuss draft papers. Between June and September the same year, Aalto made a memorable study visit with his family, as a Foreign Visiting Fellow in the Slavic Research Centre, Hokkaido University. This helped decisively to prepare the groundwork for the book and also included presentations in Hitotsubashi University, Tokyo, and Korea University, Seoul. The visit was kindly and ably hosted by Shinichiro Tabata, with the most hospitable presence and local help of Tomoko Tabata, Mika Osuga, Sachiko Yamashita and David Wolff, and the rest of the extremely helpful staff and associated academics within the institute. In the editing phase Sarah Naundorf offered valuable commentary and technical help at the University of Tampere, and Virginia Mattila worked efficiently with language revision.

On a more personal note, along those many discussion partners and critics encountered during the course of the numerous project events and occasions in Europe, Russia and North America, only some of which were mentioned above, the editor would like to thank those Japanese and Korean audiences with whom he had the pleasure to interact while working on this book in the Slavic Research Center in Hokkaido in 2010. For a scholar coming from Russia's European neighbourhood and where Russia is sometimes equated with its northwestern provinces, looking at Russia and its energy resources from the perspective of Asia's established and emerging powers with quite different regional cooperation interests with it, as well as reservations, was truly enlightening. These experiences confirmed that not only are there numerous facets of Russian energy policies as argued in this book, but also several viewpoints – empirical, theoretical and geographic – from which to study Russia and energy politics.

Abbreviations

APEC Asia-Pacific Economic Cooperation
BP British Petroleum
BRIC Brazil Russia India and China

CEO chief executive officer

CIS Commonwealth of Independent States

CPC Caspian Pipeline Consortium
DEA Danish Energy Agency

EBRD European Bank for Reconstruction and Development

EEZ exclusive economic zone

EIA Energy Information Administration

ENGO environmental non-governmental organisation

ESPO East Siberian Pacific Ocean pipeline

EU European Union
FSU Former Soviet Union
GDP gross domestic product
GHG greenhouse gases
GRP gross regional product

IEA International Energy Agency
IFI international financial institution
IGO intergovernmental organization

INGO international non-governmental organization

IOC international oil company
IPE international political economy
IR international relations (discipline)

LNG liquefied natural gas

MEP Member of the European Parliament NATO North Atlantic Treaty Organization

NOC national oil company

NGO non-governmental organization NSGP Nord Stream Gas Pipeline

OPEC Organization of Petroleum Exporting Countries

PM prime minister

PSA Production-sharing agreement

SKV Sakhalin-Khabarovsk-Vladivostok gas pipeline

SMEs small and medium size enterprises

UNDP United Nations Development Programme

WTO World Trade Organization
WWF World Wide Fund for Nature

YKV Yakutiia-Khabarovsk-Vladivostok gas pipeline

Contents

T:	-CC	
	of figures	vii
	of tables and boxes	viii
	of contributors	. X
	nowledgements	xiv
List	of abbreviations	xvi
PAR	RT I A NEW APPROACH TO RUSSIA'S ENERGY POLICY	
1.	Introduction	3
	Pami Aalto	
2.	How are Russian energy policies formulated? Linking the actors and structures of energy policy	20
	Pami Aalto, David Dusseault, Markku Kivinen and	
	Michael D. Kennedy	
PAR	ET II THE NATIONAL LEVEL	
3.	Public and business actors in Russia's energy policy	45
	Markku Kivinen	
4.	Russia's East and the search for a new El Dorado: a comparative analysis of Russia's Kovytka, Sakhalin-2 and Chaiadinskoe	
	greenfield projects	63
	David Dusseault	
5.	Environmental sustainability of Russia's energy policies Nina Tynkkynen and Pami Aalto	92
PAR	T III THE INTERREGIONAL LEVEL	
6.	Russian foreign policy and energy: the case of the Nord Stream	
0.	gas pipeline	117
	Hanna Smith	
7.	Russia's central and eastern European energy transit corridor:	
	Ukraine and Belarus	136
	Margarita M. Ralmaceda	

8.	Russia's energy policy in the Far East and East Siberia Shinichiro Tabata and Xu Liu	156
PAR	T IV THE GLOBAL LEVEL: RUSSIAN ENERGY IN A WAR	IDER
9.	'They went East, they went West': the global expansion of Russian oil companies	185
	Nina Poussenkova	163
10.	Russian energy dilemmas: energy security, globalization and climate change	206
11.	Michael Bradshaw Conclusion: learning about Russian energy policies	230
	Pami Aalto	
Refe	rences	239
Inde.	K THE RESIDENCE OF THE PROPERTY OF THE PROPERT	267

Figures

1.1	Russia's main production areas, as well as oil and gas pipelines	
	(towards Europe)	8
2.1	Social structurationist model of energy policy formation	39
6.1	The Nord Stream natural gas pipeline	121
8.1	Crude oil pipelines in the Eastern regions of Russia	165
8.2	Natural gas pipelines in the Eastern regions of Russia	170
8.3	Japan's imports from Russia	173
10.1	Russia's annual GDP growth 1996–2009, per cent	220
10.2	Trends in Russia's greenhouse gas emissions and energy	
	intensity 1990–2008	225

Tables and boxes

4.1	Decision-making axes in the energy sector	67
4.2	Variations in socio-economic and political rent distribution	68
4.3	Structural dimensions observed in East Siberia and the Russian	
	Far East	72
4.4	Case regions and associated structural dimensions I: Irkutsk	75
4.5	Case regions and associated structural dimensions II: Sakhalin	76
4.6	Case regions and associated structural dimensions III: Sakha	77
4.7	Regional socio-economic development priorities and	
	approaches	79
4.8	The structurationist model applied to Kovytka, Sakhalin-2 and	
	Chaianda	84
4.9	Results of the structural analysis in political/institutional	
	and financial/socio-economic contexts	86
4.10	Rent distribution for Russia's public sector	87
5.1	Potential of non-traditional renewable energy sources in	
	Russia	99
Box :	5.1 Regional potential of non-fossil fuels in Russia	100
7.1	Pricing of Gazprom's gas to selected FSU states, in	
	US dollars per thousand cubic metres, 2005–10	138
7.2	Average gas sale prices by Gazprom to domestic, CIS/Baltic	
	and European markets (excluding export taxes and customs	
	duties), 2003-06, in US dollars per thousand cubic	
	metres	142
8.1	Crude oil production in East Siberia and the Far East,	
	1970–2030	157
8.2	Natural gas production in East Siberia and the Far East,	
	1970–2030	158
8.3	China's imports of crude oil, in million tons	161
8.4	Japan's imports of crude oil	162
8.5	Korea's imports of crude oil, in million tons	163
8.6	Japan's imports of LNG by country	171
8.7	Korea's imports of LNG by country, in million tonnes	172
8.8	Economic development of the Russian Far East and Sakhalin,	
	as a percentage of the previous year	174

Oil pipeline tariff of Transneft, in roubles per 100 tkm	177
Lukoil involvement in foreign upstream projects during the	
1990s	190
The Russian energy nexus	217
	Lukoil involvement in foreign upstream projects during the 1990s

PART I

A new approach to Russia's energy policy