



1 Fracking bad language: Hydraulic fracturing and earthquake risks

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8 **Abstract**

9 Hydraulic fracturing, fracking, is a well stimulation technique used to enhance permeability to aid
10 geological resource management, including the extraction of shale gas. The process of hydraulic fracturing
11 can induce seismicity and the risk of seismicity is a topic of widespread interest and is often reported to
12 be an issue of public concern regarding hydraulic fracturing. This is particularly the case in the UK, where
13 seismicity induced by hydraulic fracturing has halted shale gas operations, and triggered moratoria.
14 However, there seems a disconnect between the level of risk and concern around seismicity caused by
15 shale gas operations as perceived by publics and that reported by expert groups (from industry, policy,
16 and academia), which could manifest in the terminology used to describe the seismic events (tremors,
17 earthquakes, micro-earthquakes). In this paper, we examine the conclusions on induced seismicity and
18 hydraulic fracturing from expert-led public facing reports on shale gas published between 2012 and 2018
19 and the terminology used in these reports. We compare these to results from studies conducted in the
20 same time period that explore public views on hydraulic fracturing and seismicity. Further, we surveyed
21 participants at professional and public events on shale gas held throughout 2014 to elicit whether they
22 associate shale gas with earthquakes. We use the same question that was used in a series of surveys of
23 the UK publics in the period 2012 – 2016, but we asked our participants to provide the reasoning for the
24 answer they gave. By examining the rationale provided for their answers we find that an apparent
25 polarisation of views amongst experts is an artefact and in fact responses are confounded by ambiguity
26 of language around earthquake risk, magnitude, and scale. We find that different terms are used to
27 describe earthquakes, often in an attempt to express the magnitude, shaking, or risk presented by the
28 earthquake, but that these terms are poorly defined and ambiguous and do not translate into everyday
29 language usage. Such “fracking bad language” has led to challenges in the perception and communication
30 of risks around earthquakes and hydraulic fracturing, and leaves language susceptible to emotional
31 loading and misinterpretation. We call for multi-method approaches to understand perceived risks around
32 geoenergy resources, and suggest that adopting a shared language framework to describe earthquakes
33 would alleviate miscommunication and misperceptions. This work is relevant for a range of applications
34 where risks are challenging to conceptualise and poorly constrained; particularly those of public interest
35 where language inconsistency can exacerbate communication challenges and can have widespread
36 consequence.

37 **1. Introduction**

38 The pressing need for effective and acceptable decision-making on complex sociotechnical issues such as
39 climate change creates an unprecedented challenge. Effective dialogue between stakeholders, such as
40 scientists, policy makers and the publics, is crucial to tackle this challenge. However, communication can
41 be confounded by multiple issues, one of which is differences in understanding and use of language and
42 concepts.



43 The role of geoscience in modern sociotechnical issues faces particular challenges for several reasons.
44 First, geoscience underpins many issues of environmental and societal importance, such as resource
45 development (water, energy resources) and understanding and mitigation of climate change. These issues
46 are not only important for future generations, but associated activities (e.g. resource extraction,
47 development of low-carbon energy projects) have direct and indirect socio-economic and environmental
48 impacts at a range of scales (Leach, 1992; Vergara et al. 2013; Adgate et al., 2014, Stephenson et al., 2019).
49 Secondly, many geoscience concepts and technologies, as well as the geological resources that modern
50 lives depend on, are uncertain or unfamiliar to the wider public. This is complicated by the fact that the
51 Earth's subsurface is by nature both heterogenous and largely inaccessible. Amongst geoscientists such
52 uncertainty affects the confidence of predictions (Lark et al. 2014; Bond, 2015) and can lead to differing
53 interpretations (Bond et al. 2007; Alcalde et al., 2019) - even scientific dispute (compare interpretations
54 of the N. Sea Silver Pit Crater (Stewart and Allen, 2002; Stewart and Allen, 2004; Underhill, 2004). Thirdly,
55 the inaccessibility of and general unfamiliarity with the subsurface can make it challenging for lay publics
56 to conceptualise it (Gibson et al., 2016), and particularly to conceptualise geological processes or climate
57 and engineering risks (Taylor et al. 2014). Finally, geoscience terminology is often ambiguous,
58 incomprehensible for the public, or has multiple meanings. As an example, it is common to use ambiguous
59 phrases or descriptors such as 'deep' in the Earth, 'low levels' of contaminants, a 'large' fault, or 'geological
60 timescales'. Even the technical language used to describe geological observations can imply a specific
61 conceptual model or processes, or have slightly misleading meanings relating to the (since outdated)
62 origins of the word, and can lead to miscommunication amongst geoscience experts (Shipton et al., 2006;
63 Bond et al. 2007).

64 We posit that these socio-technical communication challenges may affect stakeholder's perception of the
65 efficacy of geological engineering approaches, and ultimately, their uptake. There are numerous
66 geoscience applications where apparent differences between expert and lay perspectives on technical
67 issues such as geological risk or environmental impact have affected development (Lowry, 2007; Vander
68 Becken et al., 2010; Scheider and Schneider, 2011; Graham et al., 2015; Marker, 2016). Hydraulic
69 fracturing (often referred to as 'fracking') for shale gas presents one such current and high-profile
70 example. Here, we explore the perception of and terminology around the perceived risks and
71 opportunities presented by hydraulic fracturing for shale gas in the UK context. In particular, we seek to
72 test whether technical expertise or familiarity with geoscience concepts influences the perceived risk of
73 induced seismicity (i.e. seismicity caused by human activity, in this case, by hydraulic fracturing or related
74 processes). This work is timely, as there is a clear need for further social scientific insights to inform risk
75 management and communication around geoenergy-induced seismicity (Trutnevte & Ejderyan, 2018).

76 To frame our work, we first consider the importance of common or shared language as a communication
77 tool amongst stakeholders. We then provide a brief overview of shale gas exploration activities in the UK
78 and the associated socio-political ramifications before we review in detail the public and technical
79 discourse on induced seismicity. Doing so provides the context for the second part of our paper in which
80 we explore differences in the perceived risk of seismicity¹ and the language used to describe seismicity
81 associated with shale gas.

82 While this work is based on use of language in the communication and understanding of shale gas
83 extraction processes, the lessons are equally applicable to a range of geological engineering approaches

¹ We use the term seismicity in the body of the paper as a catchall term to describe a range of phenomena that include: earthquakes, tremors, and so on. Secondly, although we focus on seismicity in this paper, in doing so we do not construe any specific importance to this or other issues associated with shale gas extraction. We merely use it as a pertinent example of the importance of language use in scientific communication.



84 which may (be perceived to) present risk of induced seismicity (including hydropower dam construction,
85 nuclear waste disposal, carbon capture and storage, geothermal energy extraction, energy storage and so
86 forth), many of which are fundamental to delivering a sustainable future (Trutnevyte & Ejderyan, 2018;
87 Stephenson et al., 2019). Further, the learnings around language and communication, and inferences
88 about research methods are applicable to issues far beyond resource development.

89 *1.1 Language and communication in the geosciences*

90 Language is the method by which information, concepts and ideas are shared; it is a fundamental part of
91 being human (Heidegger, 1971). The audiences involved can range from the very small, i.e. between
92 individuals or small groups, to the very large, such as the global communication portal provided by the
93 world wide web. For researchers, communication approaches have changed with time. Oral forms of
94 scientific communication started with Victorian scientific debates (Yeo, 2003), evolved to become talks at
95 conferences and events, and is now broadening for example through live-streaming of events and using
96 channels such as online video content, and other modern creative approaches such as storytelling and
97 spoken word poetry (Dahlstrom, 2014; Brown, 2015). Written forms of scientific communication initially
98 took the form of books and monographs, but it is now primarily through peer-review publications (Banks,
99 2008, 2016), supplemented by affiliation-associated reports, policy briefs and blog articles.

100 There has been growing moves to increased public involvement in scientific issues - from funding
101 priorities, data collection, and policy decisions - particularly on topics with social and environmental
102 importance such as climate change, flooding, energy policy, genetically modified crops (e.g. Rowe et al.,
103 2005; Parkins and Mitchell, 2005; Horlick-Jones et al. 2007; Nisbet, 2009). This progression brings a new
104 communication challenge: for scientists, policy makers and the public to be able to share information,
105 concepts and ideas, they must adopt a shared language or at least understand language translation. The
106 truth is that within languages, and here we are considering only the English language, there are sub-
107 sections that are only accessible to the learned few (i.e. those with technical expertise on the matter at
108 hand). Jargon is prevalent within science and underpins the explanation of many scientific concepts
109 between experts (Montgomery, 1989), but is in general incomprehensible to those outside the subject
110 area (Leggett and Finlay, 2001; Sharon and Baram-Tsabari, 2014). This creates an 'unequal communicative
111 relationship' whereby citizens struggle to comprehend the technical language and administrative goals
112 set by experts (Fischer, 2000, p. 18), particularly as many experts are ill-equipped to communicate with
113 members of the public (Simis et al., 2016).

114 This unequal relationship is likely enhanced in the geosciences where seemingly non-technical uncertain
115 or ambiguous terms are used routinely but are underpinned by some tacit understanding. Using depth
116 descriptors as an example, geoscientists may refer to 'shallow' earthquakes and a 'shallow' resistivity
117 survey, meaning a depth of several kilometres below surface for the former and meaning tens of metres
118 below the surface for the latter. But tacit understanding is not reliable; loose use of language, ambiguity
119 and poorly defined technical terms can lead to mis-understanding amongst experts (van Loon, 2000;
120 Doust, 2010).

121 It is well established that how individuals perceive new information is influenced by factors such as
122 expertise, context, prior knowledge, and the language used (McMahon et al., 2015; Venhuizen et al.,
123 2019). Consider the original work on framing by Tversky and Kahneman (1981). In their example, when
124 disease treatment options were framed positively (lives saved) rather than negatively (lives lost) people
125 chose more risky treatment options. Similar work has found that how geoscience data and information is
126 framed affects decision making (Taylor et al., 1997; Barclay et al., 2011; Alcalde et al., 2017).

127 There has been a notable shift in the framing of positive and negative arguments around shale gas
128 extraction in the UK. Early arguments adopted local frames (i.e. concerns about local effects such as
129 induced seismicity, traffic, noise), and these arguments have tended to become replaced by global frames
130 (i.e. concerns about the climate change implications of developing onshore gas resources, Hilson, 2015,



131 or the role of natural gas in the energy transition, Partridge et al., 2017). Despite this, as we show in the
132 remainder of this section, issues around the risk of induced seismicity remain current, as exemplified by
133 the UK government decision on November 2nd 2019 to resuspend hydraulic fracturing for shale gas in
134 England and Wales.

135 In this work we are interested to explore whether and how different types of and levels of technical
136 expertise on hydraulic fracturing for shale gas development affects the perceived types of and levels of
137 associated risks, and the language used to describe these risks. As we have indicated, we focus specifically
138 on the risk of induced seismicity because this has been a common theme within the risk discourse on
139 hydraulic fracturing since shale gas development is an issue of public importance in the UK, and because
140 shale gas operations in the UK were repeatedly halted due to induced seismicity.

141 *1.2 Hydraulic fracturing, induced seismicity, and UK shale gas development*

142 In geological engineering contexts, hydraulic fracturing (often referred to as ‘fracking’) refers to the
143 process of fracturing rocks at depth by injecting pressurised fluids. The process locally increases the
144 permeability of the rock formation which is useful for a range of applications ranging from improving
145 water extraction, enhancing deep geothermal energy production, to enabling the recovery of ‘tight gas’,
146 where natural gas is trapped in rocks with a low permeability such as shales. Hydraulic fracturing occurs
147 in nature also, often where geological processes cause geofluids to become so overpressured that they
148 overcome the rock strength and cause the rock to fracture (e.g. Davies and Cartwright, 2007; Fall et al.,
149 2015).

150 As a rock fractures, seismic energy is released (e.g. Tang and Kaiser, 1998) as a seismic event, or seismicity.
151 For fracking, because the fracturing process is man-made, the seismicity is categorised as ‘human-induced
152 seismicity’ or, simply, ‘induced seismicity’. Many other processes induce seismicity, from mining and
153 quarrying, to filling and dewatering reservoirs, to disposing of wastewaters by injecting them into deep
154 rock formations (Westaway & Younger et al., 2014; Pollyea et al., 2019). However not all seismic events
155 have any detectable effect in terms of being felt, or recorded.

156 There are a number of approaches to quantify, and so report on, the size of a seismic event. The moment
157 magnitude (M_w) relates to the seismic moment, which is the energy released by the slip surface. The local
158 magnitude (M_L) measures the ground displacement. The two scales M_L and M_w are fundamentally
159 different, and so the M_w and M_L of a seismic event can diverge, particularly for large ($> M_w$ 6.0) and small
160 ($< M_w$ 2.0) events (Clarke et al., 2019; Kendall et al., 2019). Seismologists prefer M_w because it relates to
161 the properties of the fracture (the seismic moment) and because M_L breaks down for smaller events
162 (below M_L 2) (Kendall et al., 2019). However M_L is easier to use for real-time reporting, and so is used to
163 report seismic events and to regulate induced seismicity (Butcher et al., 2017). A variety of terms are used
164 to describe any seismic event, including earthquakes, tremors, micro-earthquakes and so on.
165 Seismologists ascribe terminology based on the property of a seismic event, such as the frequency content
166 or the magnitude (for example, see Bonhoff et al., 2009), but there is no common classification
167 framework.

168 By definition, since any opening of a fracture will release energy and so induce seismicity, shale gas
169 extraction by hydraulic fracturing is not an exception. Put differently, any hydraulic fracturing will be
170 accompanied by release of seismic energy as the rock is fractured by the fluid pressure (Kendall et al,
171 2019). Induced seismicity should therefore be expected from hydraulic fracturing. But there are
172 uncertainties regarding the measurement, forecasting of and magnitude of these events (Kendall et al.,
173 2019). The nominal detection level for the UK network is $M_L = 2.0$ (i.e. events above M_L 2 might be felt at
174 the surface) (Kendall et al., 2019), whereas acoustic monitoring systems can record very small seismic
175 events down to magnitude M_w -4 (e.g. in mines, see Kwiatek et al. 2011, Jalali et al., 2018). Whether or
176 not an event is felt at the surface depends on several factors, including the seismic moment, the
177 hypocentral depth and the attenuating properties and structure of the rocks through which the energy



178 travels, and other local conditions (Butcher et al., 2017; Kendall et al., 2019). Further, recorded M_L is
179 dependent on the seismic detection network, including the array density and location distance between
180 source and detector (Butcher et al., 2017).

181 There are well documented incidences of felt seismicity associated with shale gas extraction from the US
182 (Warpinski et al. 2012), as well as from wastewater injection (Elsworth et al. 2015). However, the largest
183 recorded induced seismic events associated with shale gas extraction activities (not from associated waste
184 water disposal) have all occurred in the UK. In 2011, at the Preese Hall site in Lancashire (NW England)
185 induced a series of seismic events with maximum magnitude (M_L) 2.3 and 1.5 (Clarke et al., 2014),
186 suspending operations; and latterly in August 2019 a series of seismic events with maximum magnitude
187 2.9 M_L was recorded at the Preston New Road site also in Lancashire.

188 These seismic events have led shale gas extraction to have the high public and political profile that it has
189 today, in the UK (Green et al. 2012; Selley, 2012; Clarke et al. 2014) and elsewhere, receiving widespread
190 media coverage and stimulating a wave of public protests against shale gas extraction (c.f Jaspal & Nerlich,
191 2014). The UK government introduced a moratorium on hydraulic fracturing activities 6 months following
192 the 2011 events. While the moratorium has remained in place in Scotland, it was lifted in England and
193 Wales in December 2012 with the introduction of new regulatory requirements intended to effectively
194 mitigate seismic risks (DECC, 2013a; DECC 2013b), known as the ‘traffic light system’ (Figure 1), based on
195 the local magnitude (M_L) of induced events. In November 2019 the moratorium was reapplied following
196 publication of the Oil and Gas Authority’s report on the August 2019 earthquakes at Preston New Road
197 (BEIS, 2019a; OGA, 2019).

198 It is with this backdrop that we look to examine the available evidence of expert and non-expert
199 perspectives on the risks of seismicity associated with hydraulic fracturing, and the language and terms
200 adopted when describing these risks.

201



202

203 **Figure 1:** UK government ‘traffic light system’ for regulating induced seismicity from hydraulic fracturing activities
204 for shale gas extraction, figure from DECC (2013b), made by the Oil and Gas Authority. The traffic light system is
205 based on a risk mitigation technique originally developed for geothermal (Cremonese et al., 2015), and it requires
206 operators to monitor seismic activity in real time and if seismic events are detected, to proceed or stop depending
207 on the magnitude (M_L) of these events. Under this legislation, activities at Preston New Road were suspended several
208 times during hydraulic fracturing in December 2018 (OGA, 2019).



209 **2. Induced seismicity and hydraulic fracturing: a review of perspectives and language used**

210 In order to investigate expert and non-expert views, we must first define these terms. ‘Expert’ is a flexible
211 term, but is usually applied to a person considered to be particularly knowledgeable or skilled in a certain
212 field (Lightbody and Roberts, 2019). Here, we consider expertise to refer to in-depth knowledge about an
213 aspect of the shale gas industry; be it technical (environmental regulation, geological, geological
214 engineering, petroleum engineering, oil field services), or topical (energy policy and politics, energy or gas
215 markets, regulation, environmental impact assessment, financing projects and investments). The wider
216 publics or ‘lay’ audiences are not expected to have such expertise, they have lay-views, which we refer to
217 here as non-expert. However, we recognise that publics can hold valuable experiential and contextual
218 knowledge, rather than (but not excluding) technical or topical knowledge.

219 To examine expert and non-expert perspectives on induced seismicity we review publicly available
220 resources (published before November 2019). For expert views, we look to reports from expert groups
221 such as learned societies, expert panels and scientific enquiries. These materials draw on a range of
222 evidence, including peer-reviewed publications in scientific journals, and are generally intended for a
223 stakeholder audience, including the publics. We do not consider peer-reviewed publications in scientific
224 journals, since relevant outcomes should be captured within the expert reports. For lay perspectives, we
225 look to social science studies examining public opinions on hydraulic fracturing and shale gas
226 development. While we are interested to examine non-expert views specifically about induced seismicity
227 relating to hydraulic fracturing in the UK, the topic is usually referred to within resources on the broader
228 context of shale gas exploration or development.

229 A summary of outcomes from expert-led publications are shown in Table 1A, and from studies of public
230 perceptions around shale gas topics in Table 2.

231 *2.1 Expert and lay perspectives on the risk of induced seismicity for hydraulic fracturing*

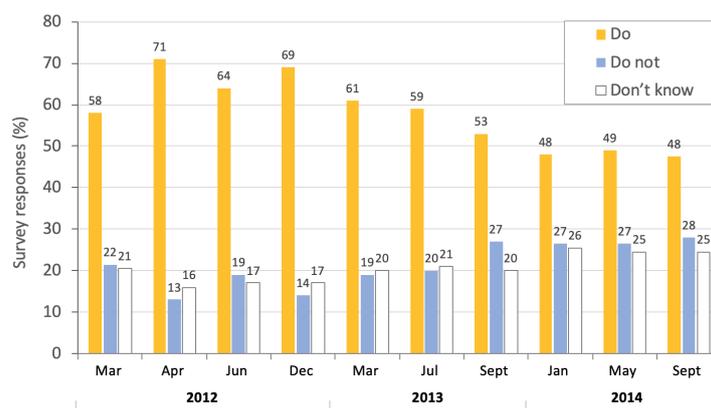
232 Most expert reports conclude that the risks of induced seismicity from fracking in the UK are very low
233 (Table 1). It is therefore fair to conclude that there is scientific consensus that the risks of induced
234 seismicity are low, lower or no different to other human-induced seismicity, but also that these risks are
235 sensitive to site and activity specific factors. To be clear, scientific consensus on induced seismicity does
236 not reflect consensus on other aspects of shale gas debate, such as the business case for or environmental
237 ethics of, fracking (Howell, 2018; Van de Graaf et al., 2018).

238 In contrast, studies of public perceptions (non-expert) around shale gas topics find a range of concerns
239 around induced seismicity. These studies and their findings are summarised in Table 2. Table 2 also
240 illustrates the similarities/differences in the phrases used in these studies, typically by researchers either
241 in the design of the survey or process, or during analysis, to refer to induced seismicity. Some studies, and
242 particularly online UK-wide surveys, report that publics view induced seismicity to be an important risk,
243 and an indicator of public acceptability of shale gas (Andersson-Hudson et al., 2016; Howell, 2018). Other
244 studies, particularly deliberative approaches, find that while risk of induced seismicity may be identified
245 and raised as a concern, other perceived risks take higher priority (Whitmarsh et al., 2014; Thomas et al.,
246 2017). To examine these insights in more detail, we first summarise insights from cross-public (i.e.
247 nationwide) surveys before we look to more qualitative approaches. In each case, mindful that public
248 views may have evolved in response to shale gas activities in the UK, the studies are presented
249 chronologically in the order in which they were conducted (not the order in which they were published).
250 Where possible we also report results of the terminology adopted in each study (e.g. earthquake vs
251 seismicity vs tremor). As before, we are interested in the perspectives of induced seismicity, and not the
252 public opinion around fracking more generally.

253 A number of surveys have been undertaken to assess UK-wide public attitudes towards shale gas and
254 related topics. The most comprehensive of these in terms of a longitudinal dataset is the YouGov survey



255 organised by University of Nottingham. The survey was administered 12 times in the period March 2012
256 - October 2016 (Andersson-Hudson et al., 2016; O’Hara et al., 2016). Following a knowledge question
257 which filtered out participants that don’t know what hydraulic fracturing or shale gas is, respondents were
258 then asked questions about multiple aspects of shale gas development. One question asked whether they
259 do or do not associate earthquakes with shale gas, with the option to answer ‘don’t know’. In the period
260 2012-2014, there is a steady decline in the number of participants who associate shale gas extraction with
261 earthquakes (Figure 2), which remains around ~50%, and a corresponding increase in those that do not.
262 The surveys also gathered participants’ levels of support for shale gas, and repeatedly find that individuals
263 who do not associate shale gas with earthquakes are more likely to support shale gas extraction, and vice
264 versa.



“Do you associate earthquakes with shale gas?”

265
266 **Figure 2:** Responses to the University of Nottingham surveys administered via YouGov to assess public perspectives
267 on shale gas development for the ten surveys between 2012-14 (c.f. O’Hara et al., 2016). The number of participants
268 that associate shale gas with earthquakes decreases, while the number of participants that do not associate, or don’t
269 know, increases.
270

271 Other UK-wide surveys that have regularly canvassed public attitudes towards shale gas include the
272 Energy and Climate Change Public Attitudes Tracker. The survey is conducted quarterly by the Department
273 of Energy and Climate Change (now the Department of Business, Energy and Industrial Strategy; BEIS) to
274 capture changing public attitudes towards energy and climate change issues. Questions about shale gas
275 have been included in the survey since June 2012, and since 2015, reasons for support, opposition, or no
276 view have been enquired about (Howell, 2018). One of the frequent reasons for opposition to shale gas
277 that is consistent across the BEIS surveys includes concern around the risk of earthquakes (Bradshaw &
278 Waite, 2017). Opinium Research led two online surveys to explore public attitudes to fracking in 2014 and
279 2015 (reported in Howell, 2018). The survey did not ask participants about perceived risks. However,
280 questions from the Opinium Research were adapted for a different online omnibus survey fielded by
281 YouGov, also 2015 (Howell, 2018). Howell (2018) found the majority (43.2%) of respondents who
282 answered a knowledge question about shale gas correctly agreed that “fracking could cause earthquakes
283 and tremors”, whereas 18.8% disagreed (the remainder answered ‘don’t know’). However, the level of
284 positive response for earthquakes and tremors ranked towards the lowest of the range of negative
285 environmental and social risks (including damage to the local environment, water contamination, negative
286 affect on climate change, and health risks). A one-off online survey in 2014 (Whitmarsh et al., 2015) finds
287 that 40.4% of participants agreed that they are “concerned about the risks of earthquakes from shale gas



288 fracking”, with half that (20.8%) reporting that they disagreed, and the remainder undecided, but public
289 were less concerned about earthquakes than they were about water contamination.

290 The most recently published survey, UK National Survey of Public Attitudes Towards Shale Gas, conducted
291 in April 2019, is the first to seek to understand what the public knows or thinks about specific regulations
292 for shale gas, including the ‘traffic light system’ for monitoring and regulating induced seismicity (Evensen
293 et al., 2019). The majority of participants feel that the traffic light guidance is not stringent enough, and
294 would oppose any changes to raise the threshold to 1.5 ML, suggesting that concerns around induced
295 seismicity from hydraulic fracturing remain (Evensen et al., 2019).

296 Overall, these surveys indicate that induced seismicity is an important issue for publics. However, many
297 of these surveys asked closed questions, and so to some degree the topics of concern are pre-identified
298 during the survey design, and are shaped by the phrasing question. For example, the Whitmarsh et al.
299 (2015) survey asked questions in the style “I am concerned about [environmental risk]”; other questions
300 in the same survey were focused on risks around energy security or energy prices, and did not use the
301 words ‘concern’ or ‘risk’, both of which have negative associations. Similarly, Howell (2018) found the
302 question, “fracking could cause earthquakes and tremors”, is interpreted to be a negative statement
303 about fracking, rather than a factual statement. The results of these closed surveys should therefore be
304 interpreted and compared with some caution.

305 Indeed, while qualitative analysis of data presented in the public inquiry on planning permission for shale
306 gas development in Lancashire (held in 2016) found that “*seismic activity was raised regularly in the public
307 sessions. Several of those who spoke had first-hand experience of seismic activity having felt the tremors
308 from Cuadrilla’s hydraulic fracturing at Preese Hall in 2011*” (Bradshaw & Waite, 2017), findings from other
309 qualitative research suggest that such concerns be relatively low importance compared to other perceived
310 risks. For example, Craig et al. (2019) studied public views towards fracking and how these changed with
311 distance from a region of County Fermanagh with potential shale gas resources and a granted petroleum
312 exploration license. Survey results, which were gathered in 2014, indicated that risk of ‘increased
313 seismicity’ ranked eighth amongst the ten common risks considered to be a concern by survey
314 respondents. All of the identified risks increased with proximity to the licensing area, including the
315 perceived risk of increased seismicity due to hydraulic fracturing.

316 Williams et al. (2017) reports on deliberative focus group discussions on shale gas development. The
317 groups were held in north England in 2013, and the results suggest that explicit concern about induced
318 seismicity was not expressed, although some groups did express ‘worst case scenario’ thinking around a
319 number of potential risk and impact pathways (Williams et al., 2017). Similarly, a series of 1-day
320 deliberations in the UK and the US held in 2014 found that participants did not express particular concern
321 about induced seismicity (Thomas et al., 2017). In deliberative interviews held in Wales in 2013/14 the
322 risk of earthquakes or tremors was ranked 13th out of 19 pre-identified risks (Whitmarsh et al., 2014). In
323 2016 a citizens’ Jury (a format for public deliberation) was held in Preston, Lancashire (NW England)
324 approximately 10 miles from the Preese Hall shale gas development. Transcriptions from the proceedings
325 show that while participants raise questions around earthquake risks from shale gas extraction (and
326 geological CO₂ storage), concerns about induced seismicity were not a dominant issue (Bryant, 2016).

327 Our review indicates that the reported level of public concern about induced seismicity suggested by the
328 results from UK-wide surveys may be a product of the survey structure, including the phrasing of, or the
329 type of questions that are asked and also a product of the analysis and reporting of survey results.
330 Deliberative and dialogic approaches find that concerns around the risk of induced seismicity are not as
331 significant as the surveys suggest; while concerns around induced seismicity are raised, it is not a primary
332 or dominant concern within the context of other perceived risks. That said, Thomas et al. (2017) report
333 that deliberative groups in the UK and the US felt that if shale development were to cause earthquakes,
334 however small, development should not be pursued. Similarly, Williams et al. (2017) reports how one
335 deliberative group reflected that public tolerances to industrial activities (which induce seismicity) may



336 have changed such that activities that were acceptable in the past are no longer acceptable to the public.
337 Finally, early results from a recent investigation into public attitudes to the UK governments traffic light
338 system to regulate induced seismicity suggest that the public support stringent monitoring of induced
339 seismicity. These insights imply that the perceived risk presented by seismicity from hydraulic fracturing
340 activities may not be acceptable to the publics, despite the level of concern being relatively low compared
341 to other perceived risks. This evidence for a continued perceived risk has been born-out by the
342 reintroduction of a moratorium on fracking in the UK in November 2019.

343 2.2 Language used by expert and lay audiences on the risk of induced seismicity

344 Experts use a range of terms to describe induced seismicity (Table 1). The seismic events themselves might
345 be referred to as (*micro-seismic events*, *seismicity*, and *earthquakes*). A distinction is made between
346 *natural* and *induced* earthquakes, and the events that may occur from hydraulic fracturing or other man-
347 made activities are described as being *induced* by or *triggered* by these activities (where induced can mean
348 solely due to fracking, and triggered can mean that the occurrence was accelerated by fracking, but might
349 have occurred naturally). Qualifiers such as *minor*, *low-magnitude*, *small* are frequently used to indicate
350 the size or magnitude of seismicity associated with fracking. Finally, while the consequences of seismicity
351 are sometimes referred to in terms of *vibrations* or *tremors*, more often there is a distinction between *felt*
352 and *not felt* events.

353 In some cases, the language around seismicity in policy reports is misleading, inconsistent and confusing.
354 For example, in a DECC (2013) report, the new regulatory requirements are first described as designed
355 “to ensure that seismic risks are effectively mitigated” (p6). However, the regulations are later described
356 as designed “to prevent any more earthquakes being triggered by fracking” (p19), despite induced seismic
357 events of magnitude (M_L) < 0.5 being permissible (“green light”) according to those regulations. On the
358 next page (p20) an additional qualifier is added which gets around this contradiction: the regulations are
359 “designed to prevent any more *perceptible* earthquakes being triggered by fracturing”. A recent OGA
360 report (which summarised a series of studies commissioned by the OGA to understand and learn from the
361 induced seismicity observed at Preston New Road developments in 2018) concluded that rules based on
362 current understanding of induced seismicity cannot be “reliably applied to eliminate or mitigate induced
363 seismicity” (OGA, 2019). The authors do not define what is meant by induced seismicity.

364 In comparison, the terminology to describe induced seismicity reported in public perception studies is
365 much less varied (Table 2). In many cases, the phrases are selected by the researchers, either when
366 designing the survey question or when reporting on the research outcomes. For example, four of the five
367 closed question surveys with about induced seismicity refer to risk of ‘*earthquakes*’. Results from the only
368 survey to add a size-qualifier, asking about ‘*earthquakes or tremors*’ (Howell, 2018), are very similar to the
369 results of surveys which simply asked about ‘*earthquakes*’. In contrast, of the phrasing chosen by
370 researchers (to report on results from the remaining two surveys which asked open-ended question about
371 perceived risks and shale gas, or to report on the results from deliberative approaches), only one study
372 refers to ‘*earthquakes*’ (Thomas et al., 2017). Researchers prefer to use terms such as ‘(*increased*) seismic
373 activity’, ‘*seismicity*’, or ‘*minor earthquakes*’. The phrases that publics themselves may adopt are not
374 reported in these studies, except for in the report on the citizens’ jury on fracking where, in their
375 questions, participants wanted to get to grips with whether the 2011 Preese Hall seismic events had been
376 “*real/genuine*” earthquakes (caused by hydraulic fracturing) or “*natural tremor*” (i.e. background
377 seismicity) (Bryant et al., 2016, pp 14).

378 2.3 Knowledge, language and perceived risks of induced seismicity

379 As Jaspal and Nerlich (2014) reflect, terms such as ‘*earthquakes*’ evoke imagery of destruction and
380 disaster, whereas phrases like ‘*seismic activity*’ or ‘*tremors*’ are less threatening. The distinction in
381 language used in the survey questions and the language used to summarise qualitative discussions on the



382 perceived risks might be telling about the level of risk perceived by the publics, in line with results from
383 deliberative research approaches.

384 Further, since hydraulic fracturing, by definition, will induce (albeit small) seismic events, it could be
385 argued that assertions such as “shale gas development is associated with earthquakes” are factual, and
386 do not indicate the level of perceived risk. Indeed, results from the Howell (2018) survey show that
387 respondents who correctly answer a knowledge question about shale gas are more likely to agree with
388 the statement “fracking could cause earthquakes and tremors” (43.2%) than to answer don’t know
389 (38.0%) or to disagree (18.8%). While Howell (2018) report no significant difference in the overall level of
390 support for fracking in the UK between those who evidenced knowledge and those who did not, this
391 contrasts with results from the University of Nottingham surveys (Andersson-Hudson et al., 2016) who
392 find no association between knowledge and support for shale gas. Further, results from these surveys
393 repeatedly suggest that whether or not respondents associate shale gas with earthquakes correlates to
394 their support for shale gas development (Andersson-Hudson et al., 2016; 2018).

395 In summary, through our review and analysis of previous surveys, reports and papers, we have revealed
396 uncertainties in the perceived risk of seismicity induced by hydraulic fracturing for shale gas. There is
397 broad scientific consensus amongst experts that induced seismicity may be associated with hydraulic
398 fracturing, the likelihood of felt seismicity is dependent on context specific technical factors, but the risk
399 presented by such seismicity is low. In contrast, evidence on the perceived risk of induced seismicity
400 amongst lay publics is mixed. UK-wide surveys indicate that publics associate fracking with earthquakes,
401 and often this correlates with, or is inferred to indicate, opposition to fracking. However, deliberative
402 approaches present a more nuanced perspective, whereby any level of induced seismicity may be deemed
403 to be unacceptable, even though perceived risks associated with shale gas development are often
404 considered to be more concerning than induced seismicity. Further, the language used by experts to refer
405 to induced seismicity is much more varied than the language used to report on public views on the matter.

406 In the next section, we explore whether or not knowledge levels affect whether seismicity is associated
407 with shale gas, and how the language used in the questions asked affects the answer provided.

408



409

Year	Report (<i>purpose</i>)	Conclusion on (risk of) induced seismicity	Terminology used to describe seismicity
2012	<p>Mair et al. (2012) Royal Society and Royal Academy of Engineering (2012) 'Shale gas extraction in the UK: a review of hydraulic fracturing' <i>Report commissioned by UK Government Chief Scientific Adviser.</i></p>	<p>"Seismic events induced by hydraulic fracturing ... do not produce ground shaking that will damage buildings. The number of people who feel small seismic events is dependent on the background noise." (pp 16) "Magnitude 3 ML may be a realistic upper limit for seismicity induced by hydraulic fracturing (Green et al. 2012)" (pp 41). The report recommends a traffic light system to be put in place (transferred learning from geothermal energy developments)</p>	<p>Varied terminology, including: <i>induced seismicity, seismic event, vibrations, felt/not felt, magnitude and intensity.</i></p>
	<p>AEA (2012) AEA Report for European Commission DG Environment 'Identification of Potential Risks for the Environment and Human Health arising from Hydrocarbons Operations involving Hydraulic Fracturing in Europe' <i>Report commissioned by the European Commission DG Environment to inform policy.</i></p>	<p>The risk of significant induced seismic activity was considered to be low; the frequency of significant seismic events is judged to be "rare" and the potential significance of this impact is "slight" (pp 60)</p>	<p>Tend only to refer to <i>very small magnitude, seismic activity, earth tremors.</i></p>
	<p>Green, C. A., et al. (2012) Preese Hall shale gas fracturing review and recommendations for induced seismic mitigation. <i>Report commissioned by DECC to examine the possible causes of seismicity at Preese Hall in April/May 2011.</i></p>	<p>The report concludes that the observed seismicity in April and May 2011 was induced by the hydraulic fracture treatments at Preese Hall. The authors also conclude that, providing that proposed best practice operational guidelines are implemented and followed, the risk of induced seismicity should not prevent further hydraulic fracture operations in this area.</p>	<p>The authors primarily refer to <i>earthquakes or seismic events</i>, and sometimes refer to "<i>small</i>" events/earthquakes.</p>
	<p>Kavalov & Pelletier (2012) European Commission Joint Research Centre (2012) 'Shale Gas for Europe - Main Environmental and Social Considerations' <i>Undertaken by the European Commission's in-house science service to provide evidence-based scientific support to the European policy-making process.</i></p>	<p>"Drilling and hydraulic fracturing activities may lead to low-magnitude earthquakes" (pp 26). The authors make no conclusions on risk, but recommend that "the severity and probability of this hazard should be carefully assessed on site by site basis".</p>	<p>Refer only to <i>low-magnitude earthquakes</i></p>
2013	<p>DECC (2013c) DECC Report 'About shale gas and hydraulic fracturing' <i>Government response to common questions raised in the UK-wide consultation on shale gas and fracking.</i></p>	<p>Regulations are designed to "ensure that seismic risks are effectively mitigated".</p>	<p>A mix of terms are used, including <i>seismicity, events, activity, tremors</i>. The most frequent term is <i>earthquake</i>, in some cases with qualifiers such as <i>perceptible, large, small, very small</i>.</p>



	<p>National Research Council (2013) US National Research Council ‘Induced Seismicity Potential in Energy Technologies’</p>	<p>“The process of hydraulic fracturing a well as presently implemented for shale gas recovery does not pose a high risk for inducing felt seismic events” (pp 18).</p>	<p>Only refer to <i>earthquakes</i> and <i>seismicity</i></p>
	<p>Cook et al. (2013) Australian Council of Learned Academies (ACOLA) Unconventional Gas Production: A study of shale gas in Australia <i>Report the Prime Minister's Science, Engineering and Innovation Council</i></p>	<p>Induced seismicity from hydraulic fracturing itself does not pose a high safety risk (pp 137). Risks can be managed by adopting a range of mitigation steps.</p>	<p><i>Earthquakes</i> or <i>seismicity</i> are used most often, but with qualifiers such as <i>minor</i>, <i>low magnitude</i>, <i>felt</i>.</p>
2014	<p>European Commission (2014) European Commission Recommendation on minimum principles for the exploration and production of hydrocarbons using high-volume hydraulic fracturing <i>EU Regulation/legislation</i></p>	<p>The recommendations refer only to risk assessment protocols for induced seismicity, not the risk of earthquakes per se.</p>	<p>Refers only to <i>seismicity</i></p>
	<p>Scottish Government (2014) Expert Scientific Panel on Unconventional Oil and Gas Development <i>Report from an expert panel set up by Scottish Government</i></p>	<p>“seismic effects are expected to be small in magnitude” (pp 39); “very low likelihood of felt seismicity” from fracking (pp 48)</p>	<p>A number phrases are used. <i>Seismicity</i> is often pre- by <i>micro-</i>, <i>trigger/induce</i>, or <i>felt</i>. Also refer to <i>tremors</i>, (<i>natural</i>) <i>earthquake</i>.</p>
2015	<p>TFSG (2015) Task Force on Shale Gas ‘Assessing the Impact of Shale Gas on the Local Environment and Health’ <i>Second report by the industry-funded expert panel Task Force on Shale Gas.</i></p>	<p>“Shale gas operations have the potential to cause tremors albeit not at a level higher than ...other comparable industries in the UK, nor at a frequency or magnitude significantly higher than natural UK earthquakes” (pp 9).</p>	<p>Refer mostly to <i>earthquakes</i> and <i>tremors</i> (and to a lesser extent, <i>events</i>), but often prefacing these terms with words such as <i>small</i>, <i>tiny</i>, <i>minor</i>, <i>micro</i>.</p>
	<p>Cremonese et al. (2015) Institute for Advanced Sustainability Studies (IASS) Potsdam Policy Brief Shale Gas and Fracking in Europe <i>Policy brief to inform European Policy</i></p>	<p>Site-specific stress investigation will reduce risk of seismicity (pp 3).</p>	<p>Refer to <i>small</i> induced <i>seismic events</i></p>
2016	<p>Baptie et al. (2016) Unconventional Oil and Gas Development: Understanding and Monitoring Induced Seismic Activity. <i>Report commissioned by Scottish Government</i></p>	<p>Hydraulic fracturing to recover hydrocarbons is generally accompanied by earthquakes with magnitudes of less than 2 ML that are too small to be felt. (pp 2).</p>	<p>Only refer to <i>earthquakes</i> and <i>seismicity</i> or <i>seismic activity</i>, but often specify that these events are induced. Sometimes refer to <i>felt</i>.</p>
2018	<p>Scottish Government (2018) Report for Scottish Government's SEA on unconventional gas <i>Report commissioned by Scottish Government</i></p>	<p>The risk of fracking-induced felt seismicity causing damage to properties or people at the surface is considered to be very low. Risk table reports that felt seismic activity would have minor negative or negligible effect on activities.</p>	<p>Range of terms including felt <i>seismicity</i>, <i>earthquakes</i>, <i>trigger</i></p>
	<p>Delebarre et al. (2018) House of Lords Briefing paper CBP 6073 ‘Shale gas and fracking’</p>	<p>No position indicated - but quote several expert reports which state that the risk of induced seismicity can be managed.</p>	<p><i>Seismicity</i> is used most frequently. <i>Earthquakes</i> and <i>events</i> also commonly used. <i>Tremor</i> and <i>trigger</i> used infrequently.</p>



	<i>Briefing paper to inform House of Lords debate.</i>		
2019	BEIS (2019b) Guidance on fracking: developing shale gas in the UK (updated 12 March 2019) <i>UK Govt Department for Business, Energy, and Industrial Strategy</i>	“The UK’s strong regulatory regime is ensuring hydraulic fracturing only happens in a safe and environmentally responsible way.” “Measures are in place to mitigate seismic activity.”	<i>Seismicity or seismic activity</i> are most often referred to. Do not refer to <i>earthquakes</i> .
	OGA (2019) Oil and Gas Authority ‘Interim report of the scientific analysis of data gathered from Cuadrilla’s operations at Preston New Road’ <i>Summary outcomes from four reports commissioned by OGA in response to induced seismicity at Preston New Road.</i>	It is currently not possible to “reliably eliminate or mitigate induced seismicity” (pp 13).	<i>Seismicity</i> is most often used, with some reference to <i>events and activity</i> .

410 **Table 1:** A compilation of publicly available expert reports on hydraulic fracturing for shale gas which address
 411 induced seismicity, the key conclusion regarding risks of induced seismicity and the phrasing used in the reports to
 412 refer to seismicity. While we primarily examine policy-facing reports from the UK, we include examples from EU
 413 policy, Australia and the US.
 414

	Source	Year data collected (method)	Findings on public perception of induced seismicity	Phrases adopted (by who)
Surveys	Andersson-Hudson et al. (2016)	2014 (University of Nottingham YouGov survey; sample size: 3,822)	Whether or not <i>earthquakes</i> are associated with hydraulic fracturing is an indicator of support for shale gas	Earthquake (researchers designing the survey question)
	Craig et al. (2019)	2014 (face-to-face surveys in four locations; total sample size: 120)	Risk of <i>increased seismicity</i> was ranked 8 out of 10 identified risks associated with fracking	Increased seismic activity (researchers phrasing in their analysis)
	Evensen (2017)	2014 (University of Nottingham YouGov survey; sample size: 3,823 + US survey, sample size: 1,625)	UK public associated <i>earthquakes</i> with shale gas more than US publics	Earthquake (researchers designing the survey question)
	Whitmarsh et al. (2015)	2014 (local/regional online survey; sample size: 1,457)	When asked if they were concerned about the risks of <i>earthquakes</i> from shale gas fracking, 40.4% agreed and 20.8% disagreed	Earthquakes (researcher’s phrasing in their survey design)
	Howell (2018)	2015 (YouGov online omnibus survey; sample size: 1,745)	Fracking could cause <i>earthquakes and tremors</i> (43.2% agree, 18.8% disagree)	Earthquakes or tremors (researchers designing the survey question)



	Andersson-Hudson et al. (2019)	2016 (University of Nottingham YouGov survey; sample size: 4,992)	Whether or not <i>earthquakes</i> are associated with hydraulic fracturing is an indicator of support for shale gas, particularly for more knowledgeable participants	Earthquake (researchers designing the survey question)
	McNally et al. (2018)	2017 (face-to-face surveys in one location; sample size: 200)	<i>Seismicity</i> was raised as a primary concern when the phrase "fracking" was used in the survey question	Seismicity (researcher's phrasing in their analysis)
	Evensen et al. (2019)	2019 (YouGov online survey; sample size: 2,777)	Some level of concern around the risks of <i>seismic activity</i> is implicit in the public attitudes towards the traffic light system (which is perceived not to be stringent enough)	
Deliberative approaches	Whitmarsh et al. (2014)	2013-2014 (deliberative interviews, sample size: 30; local/regional survey, sample size: 1,457)	Deliberative interviews: minor earthquakes were not considered to be a principle risk associated with hydraulic fracturing; they ranked 13th out of a pre-defined list of 19 risks). Surveys: 40.4% agreed, 20.8% disagreed that they were "concerned about the risks of earthquakes from shale gas fracking".	Minor earthquakes or earthquakes (researcher's phrasing in their survey design)
	Williams et al. (2017)	2013 (six deliberative focus groups; total sample size: 48)	Explicit concern about induced seismicity wasn't expressed	Seismicity (researcher's phrasing in their analysis)
	Thomas et al. (2017)	2014 (Series of four 1-day deliberative workshops, two in UK, two in the US; total sample size: 55)	Some concerns were raised regarding earthquake risk, but these weren't particularly important in the context of the deliberations. However, all four groups felt that if shale development were to cause earthquakes, however small, shale gas should not be pursued at all.	Earthquakes (researcher's phrasing in their analysis)
	Bradshaw & Waite (2017)	2016 (qualitative analysis of a public enquiry into shale gas in Lancashire, UK; sample size: N/A)	Concerns about seismic activity were voiced by publics during the inquiry proceedings.	Seismic activity (researchers' phrasing in the paper)
	Bryant (2016)	2016 (citizens jury in Lancashire; sample size: 15)	Questions about seismic activity were asked, but concerns about induced seismicity wasn't explicitly mentioned in the deliberation outcomes.	"real" or "genuine" earthquake, "natural tremor", as referred to by participants.



416 **Table 2:** A compilation of published studies which report on public perceptions of induced seismicity in the UK. These
417 are divided into surveys (many of them UK-wide) and more qualitative approaches such as focus groups, and each
418 group is ordered chronologically in terms of when the data were gathered (not in terms of when the papers were
419 published). We identified whether the phrasing used (to describe seismic events) was dictated by the language of
420 the survey questions, or the researcher undertaking the analyses, or the participants themselves.



421 **3. A survey to examine the rationale and language use behind perspectives on induced seismicity and**
 422 **hydraulic fracturing**

423 **3.1 Methodology**

424 *3.1.1 Data collection*

425 We recruited 387 participants from a series of geoscience events on shale gas that were held in 2014,
 426 including conferences and public talks (see Table 3). We invited attendees to voluntarily complete and
 427 return the surveys, which were anonymous. Our sample includes 204 participants from shale gas specific
 428 conferences, 85 participants from geoscience conferences (that were not shale gas specific), and 98
 429 participants from science outreach events² on shale gas. Since a number of individuals attended several
 430 of the conferences and events we requested that people only complete the survey once.

431

Acronym	Event name (location; date)	Description	N (surveys)
Shale gas specific events			
ESGOS	European Shale Gas and Oil Summit (London; 09/2014)	An industry led conference on shale gas	40
UGA	Unconventional Gas (Aberdeen; 03/2014)	An industry led conference on shale gas	28
SGUK	Shale Gas UK (London; 03/2014)	An industry led conference on shale gas	98
Geoscience events			
TSG	Tectonic Studies Group Annual Conference (Cardiff; 01/2014)	The annual conference of the Geological Society of London specialist group covers a range of topics relevant to tectonic studies. The event included a technical session on hydraulic fracturing and induced seismicity, followed by an open discussion.	57
CCG	Communicating Contested Geoscience (London; 06/2014)	A Geological Society of London conference about issues facing controversial geoscience topics, including shale gas.	66
Public events			
TFA	TechFest (Aberdeen; 09/2014)	Talk and discussion at a local science festival	30
CSA	Café Science (Aberdeen; 02/2014)	Talk and discussion at a Café Science, a popular science communication series that occur across the UK.	59
CHL	Coffee House Lectures (Glasgow; 11/2014)	Talk and discussion at a local research communication series	9

432 **Table 3:** The events where attendees were invited to anonymously complete surveys. Public events were generally
 433 small local events.

434 *3.1.2 Survey design*

435 We adapted a subset of questions from the University of Nottingham surveys (O'Hara et al. 2014;
 436 Andersson-Hudson et al., 2016). The questions we used were intended to gather information on the
 437 perceived risks of and level of support for shale gas development, and asked for closed answers to a series

² These events lasted between 1-2 hrs and consisted of an interactive talk (by one or more of the authors of this paper) followed by a discussion session. All three talks were part of small local events held in Scotland.



438 of statements about shale gas. Crucially, in our modified survey, participants were asked to provide
439 reasoning for the answers they gave.

440 Conference participants were asked to report which sector they worked in, and all participants were asked
441 to report their sources of information about or experience of shale gas (as a proxy for their maximum
442 knowledge-level on the topic).

443 Full survey data (raw and analysed) are available at <insert DOI when generated>.

444 3.1.3 Data Analysis

445 In this work, we consider only the responses to the closed question “*please state whether you do or do*
446 *not associate earthquakes with shale gas*” (from which respondent could select either ‘do’, ‘do not’, or
447 ‘don’t know’) and the open question seeking the reasoning behind the selected answer to the closed
448 question. In total 385 participants completed the closed question (99% of survey respondents), and 292
449 participants provided informative responses to the open question (67.5% of survey respondents).

450 Closed answers were coded numerically. Open answers were categorised through thematic coding to
451 enable analysis. The codes for thematic analysis were derived iteratively as follows: Firstly, the three
452 authors of this paper worked separately on open coding (i.e. inducing themes from the qualitative answers
453 to all questions). We then had a series of collective workshops (between the three of us) to share
454 identified codes, determine similarities or differences in our codes, and then discuss and refine the
455 identified themes until they were reconciled and consolidated, and both the themes and their definition
456 or scope agreed. The authors then worked separately again to apply the codes across all qualitative
457 answers (in several cases a single answer was double or treble coded). The lead author then co-ordinated
458 the codes, seeking consensus in the few cases of disagreement between the applied codes.

459 Thematic analysis of all qualitative data (reasoning provided for the selected answer to the closed survey
460 question about earthquakes) derived a total of 26 themes, of which 15 apply to answers about induced
461 seismicity. These are shown in Table 4. Qualitative answers were coded as null if the content was
462 irrelevant, i.e. did not explain the rationale for the answer provided (the most common example being a
463 knowledge statement about the topic, for example, “I’ve analysed this issue”, “I work on this topic”) or
464 the meaning of the response was ambiguous and couldn’t be deciphered. Overall 80% of all respondents
465 provided qualitative responses that were thematically coded.

466 We examine how these themes vary with job sector and knowledge level. Employment sector responses
467 were grouped into academia, industry, civil service, and other. Most of the 289 conference participants
468 who completed the survey were from industry (52%) and academia (30%), with only 12% from the civil
469 service (3% did not answer this question). Information sources on the topic of shale gas were grouped
470 into no prior information, information from media reports, expert reports, and academic research (95%
471 of survey respondents answered this question). We consider individuals whose knowledge sources
472 include reports and academic papers to be highly informed (i.e. experts). The majority (81%) of the
473 conference attendees were in this knowledge category, with 40% obtaining information from academic
474 papers and 41% from reports. In contrast most (60%) public talk attendees sourced information about
475 shale gas from media.

476 The public cohort were not intended to represent the perspectives of the general public. The surveys were
477 completed at the end of a public talk and discussion on the topic of shale gas, in which induced seismicity
478 was raised, and so these publics are both interested and informed, and therefore cannot be a proxy for
479 UK-wide attitudes and responses. Instead, the public cohort allow us to examine answers for those who
480 obtain the majority of prior information, if any, through media sources (most conference attendees do
481 not fit this category). Public respondents were not asked about employment sector.

482 We compare results from our survey with those from the 12 University of Nottingham YouGov surveys
483 (O’Hara et al., 2016). While the Nottingham YouGov surveys document a broad decline in the number of
484 respondents that associate shale gas with earthquakes (see Figure 2), the results for the three surveys
485 undertaken in 2014, the period in which we undertook our surveys, do not show any decline. We use
486 average values from 2014 surveys (48% do, 27% do not, and 25% don’t know) to represent UK-wide views,



487 against which we compare our results. For simplicity, we refer to these as the 'UoN 2014' surveys and
 488 results.
 489

Code	Description: The reason provided indicates that....	Dir
Evidence	There is evidence that shale gas extraction [causes/induces/is associated with] earthquakes. <i>Includes references to events in the USA. References to UK events are coded as below.</i>	↑
Blackpool	Any reference to the seismic sequences at Preese Hall in 2011 as evidence of risk of earthquakes. <i>Includes references to Lancashire, Blackpool, Cuadrilla or more broadly to UK events.</i>	↑
Inconclusive	There is currently not enough evidence to (conclusively) say whether or not shale gas extraction [causes/ induces/is associated with] earthquakes. <i>Includes reference to a need for further research/data (to understand the positive and negative impacts, to improve technology and so on)</i>	↔
No evidence	Shale gas extraction is not associated with [do not cause or induce / is associated with] earthquakes.	↓
Knowledge	Respondent doesn't feel that they know enough about shale gas extraction to say. Or they are on the fence.	↔
Media	Reference to the media coverage of shale gas extraction. <i>Phrases include: press, news, high profile, reporting, public concern, miscommunication, scaremongering, hype, anti-fracking activist, anti- lobby.</i>	↑
Fracturing rock	Shale gas extraction requires the reservoir rock to be hydraulically fractured. This process will release seismic energy. <i>Phrases include: inherent/obvious, fracturing rock, high-pressure fluids, stress change, trigger.</i>	↑
Waste-water	Shale gas extraction may not induce earthquakes, but the geological disposal of waste-water (associated with fracking) does. <i>Phrases include: waste water, waste disposal/injection, USA events.</i>	↑
Reactivation	There is a risk that shale gas extraction may cause earthquakes because the process may reactivate existing fractures and faults which could cause seismicity	↑
Magnitude	The magnitude of any seismic events related to fracking will be very small. <i>Phrases include: micro (seismic/earthquake), tremor, low intensity/energy, tiny, cannot feel them, insignificant, low consequence/impact</i>	↓
Low risk	The risk that shale gas extraction [causes/induces/is linked with] earthquakes is very low. <i>Phrases include: is possible, rare, unlikely, low risk, minor, little impact, not a significant risk.</i>	↓
Definition	Comments or questions how earthquake is defined.	↔
Regulation	The risk that shale gas extraction activities may cause earthquakes can be managed by appropriate regulation and monitoring. Includes reference to regulation, appropriate regulation, enforcing regulation, best practice. <i>Phrases include: monitoring, controllable, manageable</i>	↓



Normal	Any seismic activity that may be induced by shale gas extraction is no different to everyday/background/other activities or industries. i.e. not unique to fracking.	↓
Site	Any risk posed by shale gas extraction is location or place specific. Phrases include: <i>determined by the geology of the region, the depth of the resource, the population etc.</i>	↔

490 **Table 4:** Codes identified for thematic analysis of participant responses to an open question asking them to provide
 491 reasoning for the answer they gave to the closed question. The codes are often directional, i.e. they are used to
 492 reason why earthquakes may be associated with shale gas (positive ↑), why earthquakes may not be associated
 493 with shale gas (negative ↓). If the code is not directional (or it is bi-directional) it is considered to be neutral (↔).



494 3.2 Survey Results and Analysis

495 3.2.1 Closed question responses

496 In total 55% of survey respondents who answered the closed question (“do you associate shale gas with
497 earthquakes”) ‘do’ associate shale gas with earthquakes, 37% ‘do not’ and 7% ‘don’t know’ (Figure 3A).
498 Compared to public attitude surveys asking the same question throughout 2014, our survey finds more
499 respondents ‘do’ (+7%) ‘do not’ (+10%) and far fewer ‘don’t know’ (-18%). Overall our respondents are
500 much more decided than the general public (see Figure 2, O’Hara et al., 2016). Of our cohort, we find
501 more participants from professional fora such as conferences and events (which are about, or have
502 sessions about, shale gas) ‘do’ associate shale gas with earthquakes (58%) than participants attending
503 public talks (48%) (Figure 3B).

504 We observe no obvious trend between the closed answer responses and participant knowledge levels
505 (expertise), but we do observe differences (Figure 3C). When grouped into experts and non-expert groups
506 (those who source information from research and reports, and those who had no prior information or
507 obtained information from the media, respectively), 56% of experts (n. 276) associate shale gas with
508 earthquakes and 39% do not. These proportions are very similar to non-experts (n. 109) where 53% do
509 and 33% do not, and are in fact very similar to the views of UK-wide publics in 2013, see Figure 2. However,
510 grouping in this way masks a difference in responses between those who obtain information from
511 research articles and those who use reports. For the latter, shale gas is predominantly associated with
512 earthquakes, (64% do; 31% do not) whereas for the former, there is a fairly even split (49% do; 47% do
513 not) (Figure 3C). These experts are not undecided, their views are polarised.

514 The only group that predominantly do not associate shale gas with earthquakes are those with no prior
515 knowledge of shale gas, although this sample is very small (n. 16). Our results present a more nuanced
516 view than the results of Andersson-Hudson et al. (2016) which find that those with more knowledge about
517 shale gas are more likely not to associate shale gas with earthquakes.

518 It would be fair to presume that most academics would source their information from research papers,
519 and so it is interesting that the results for job sector present a different perspective (Figure 3D). Two
520 response profiles emerge from job sector results: academics and civil service workers (where 65%
521 (academics) 68% (civil service) associate earthquakes with shale gas; 28% (academics) 21% (civil service)
522 do not), and industry, who present an even mix of views (51% do; 46% do not), similar to those that obtain
523 information from research articles.

524 3.2.2 Open question responses

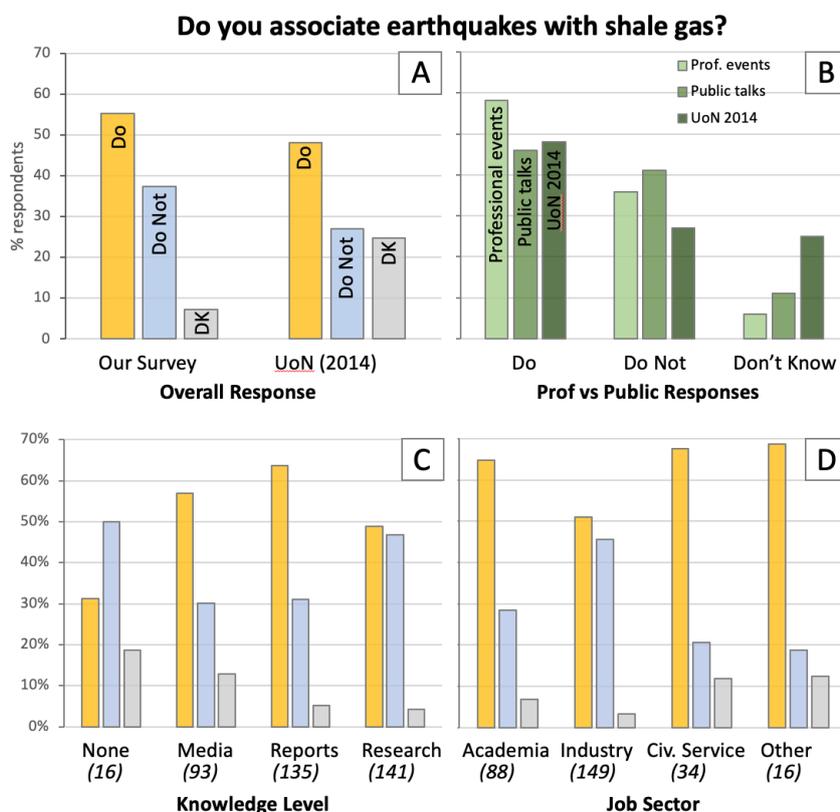
525 Thematic analysis of open responses (which provided reasoning for participants’ closed answer to the
526 question ‘do you associate shale gas with earthquakes’) identify 15 codes, which are shown in Table 5 (the
527 thematic codes definitions are listed in Table 4). Often multiple codes apply to a given answer, and so in
528 total, there are 443 codes for the 292 qualifying responses. Codes are ranked for frequency in Table 5.
529 The six most frequently used codes are identified over 30 times in participant responses, and these
530 themes are examined in more detail in Table 6.

531 Themes relating to *magnitude* were most often raised in participant responses, and accounted for over a
532 quarter of the total number of codes applied across all open responses (Table 5), inclusive of knowledge
533 level or job sector (Table 6) and 40% of the open responses. The code is equally prevalent across reasoning
534 to support ‘do’ and ‘do not’ responses, but less frequent for ‘don’t know’ answers (where unsurprisingly
535 *inconclusive* and *knowledge* themes become important even though the sample is very small).

536 The *magnitude* theme illuminates uncertainty in what is understood to be an earthquake, and raises
537 questions around terminology. This is best illustrated using example answers from this theme, shown in
538 Table 7. Thus, the same reasoning is being provided to support different closed answers. Other common
539 codes include *low risk* and *media*. The *low risk* theme provides similar reasoning to *magnitude* but refers
540 to risk rather than scale of the event (Table 7), and the reasoning is provided to all perspectives (‘do’, ‘do
541 not’, ‘don’t know’). In contrast, *media* is used mostly to describe reasons for answering ‘do’, alongside



542 reference to the Blackpool (Preese Hall) seismic events, and the rationale that *fracturing rock* inevitably
 543 releases seismic energy and so fracking and earthquakes are associated by definition. Where the *media*
 544 theme is used for ‘do not’ responses, often the respondent is expressing judgement about the accuracy
 545 or veracity of media claims.
 546



547
 548 **Figure 3 (A)** Comparing the results of our surveys with UK-wide results from 2014 (UoN 2014; O’Hara 2015), we
 549 find that while results for ‘do’ associate shale gas with earthquakes (orange) for both surveys are similar our survey
 550 results have more ‘do not’ (blue) and much fewer ‘don’t know’ answers (grey).
 551 **(B):** Participants from professional fora (conferences and events, pale green) associate earthquakes with shale gas
 552 more than participants from public talks on shale gas (green). Results are compared to UK-wide results from 2014
 553 (UoN 2014; O’Hara 2015) (dark green).
 554 **(C):** To gauge knowledge levels of our survey participants, we asked respondents to select where they source their
 555 information from about shale gas, with ‘research papers’ indicating the greatest knowledge and ‘no previous
 556 information’ indicating the least prior knowledge. There is no overall trend to the results, suggesting that answers
 557 are not simply determined by knowledge level. In fact, those who obtain information from research present an
 558 ~equally polarised response, which is different to information from reports and the media where the dominant
 559 answer is that earthquakes are associated with shale gas. The only group to report that shale gas is not associated
 560 with earthquakes are the small sample of respondents that obtained no information about shale gas prior to
 561 attending the event where they completed the survey.
 562 **(D):** The majority (83%) of participants recruited at conferences and events (n. 272) source from industry and
 563 academia (public participants were not asked their job sector). We observe some differences in closed question
 564 responses between the different sectors; while the majority of participants from academia, the civil service and
 565 other sectors predominantly report that earthquakes are associated with shale gas, industry participants are



566 almost 50:50 do and do not associate shale gas with earthquakes. Very few of those from industry and academia
567 (~5%) answer don't know.
568

569 Two additional themes are identified in the rationale for '*do not*' responses. First, the argument that any
570 earthquakes associated with shale gas extraction will be no more significant than other everyday
571 background seismicity or industry processes, and so is considered to be *normal*. This code is unique that
572 it is used mostly to support *do not* responses. Further, in their reasoning for '*do not*' responses, a number
573 of participants raise questions about how the term earthquake is *defined*. Themes around earthquake
574 *definition* also arise within rationale for '*don't know*' responses (Table 7), with the same questions being
575 raised regardless of the answer: '*what is the difference between microseismic event and an earthquake?*'.
576 Some respondents confidently assert that microseismic events or tremors are not earthquakes, others
577 indicate that earthquakes refer to 'natural' seismic events (similar to comments made by Citizens Jury
578 participants, as reported in Bryant, 2016).

579 Results presented in Table 6 indicate that neither knowledge level or job sector have any significant
580 influence on the themes raised in open responses. We observe only two small trends; participants from
581 industry tend to appeal to *media* themes more than other sectors, and academics are more likely to refer
582 to *Blackpool* events (i.e. the Preese Hall events) as an indicator that earthquakes are associated with shale
583 gas development.
584



585

	Evidence	Blackpool	Inconclusive	No evidence	Knowledge	Media	Fracturing rock	Waste-water	Reactivation	Magnitude	Low risk	Definition	Regulation	Normal	Site
Do	7 (3%)	30 (11%)	1 (0%)	1 (0%)	1 (0%)	32 (12%)	29 (11%)	15 (6%)	9 (3%)	76 (28%)	34 (13%)	7 (3%)	10 (4%)	11 (4%)	7 (3%)
Do Not	2 (1%)	3 (2%)	2 (1%)	5 (4%)	0 (0%)	9 (6%)	6 (4%)	8 (6%)	2 (1%)	38 (27%)	18 (13%)	16 (11%)	6 (4%)	21 (15%)	5 (4%)
Don't Know	0 (0%)	1 (4%)	5 (20%)	0 (0%)	5 (20%)	3 (12%)	0 (0%)	0 (0%)	0 (0%)	3 (12%)	4 (16%)	3 (12%)	1 (4%)	0 (0%)	0 (0%)
Total	9 (2%)	34 (8%)	8 (2%)	6 (1%)	6 (1%)	44 (10%)	35 (8%)	23 (5%)	11 (3%)	117 (27%)	56 (13%)	26 (6%)	17 (4%)	32 (7%)	12 (3%)
Rank	12	5	13	15	15	3	4	8	11	1	2	7	9	6	10

586

587 **Table 5:** The frequency of use of different thematic codes in the reasoning provided for participants' answers,
 588 showing total number of times the code was applied and, in brackets, the percentage relative to the number of
 589 responses in that category (do, do not, don't know). High frequency codes are coloured pale yellow ($\geq 10\%$) and
 590 yellow ($\geq 20\%$). One answer (reasoning) could have more than one code. At the bottom of the table codes are
 591 ranked for frequency, and the eight codes that occur over 20 times are coloured in blue. These themes are
 592 examined in detail in Table 6.

593

	Magnitude ↓				Low risk ↓				Media ↑				Frac rock ↑				Blackpool ↑				Normal ↓				
	-	M	R	A	-	M	R	A	-	M	R	A	-	M	R	A	-	M	R	A	-	M	R	A	
Do	<i>n</i>	0	17	32	27	0	6	14	15	3	17	8	5	0	5	15	9	0	5	12	13	0	2	2	7
	%	0%	15%	27%	23%	0%	10%	24%	26%	7%	37%	17%	11%	0%	14%	41%	24%	0%	15%	35%	38%	0%	6%	6%	22%
Do Not	<i>n</i>	2	5	16	15	3	0	4	11	0	2	5	3	0	0	0	7	0	1	0	2	0	8	4	9
	%	2%	4%	14%	13%	5%	0%	7%	19%	0%	4%	11%	7%	0%	0%	0%	19%	0%	3%	0%	6%	0%	25%	13%	28%
Don't Know	<i>n</i>	0	1	1	1	0	2	1	2	1	0	1	1	0	0	0	1	0	1	0	0	0	0	0	0
	%	0%	1%	1%	1%	0%	3%	2%	3%	2%	0%	2%	2%	0%	0%	0%	3%	0%	3%	0%	0%	0%	0%	0%	0%
Sum	<i>n</i>	2	23	49	43	3	8	19	28	4	19	14	9	0	5	15	17	0	7	12	15	0	10	6	16
	%	2%	20%	42%	37%	5%	14%	33%	48%	9%	41%	30%	20%	0%	14%	41%	46%	0%	21%	35%	44%	0%	31%	19%	50%

594

	Magnitude ↓				Low risk ↓				Media ↑				Frac rock ↑				Blackpool ↑				Normal ↓				
	A	I	CS	O	A	I	CS	O	A	I	CS	O	A	I	CS	O	A	I	CS	O	A	I	CS	O	
Do	<i>n</i>	25	29	10	2	7	12	6	2	4	13	0	0	10	13	1	2	11	8	2	2	3	2	4	1
	%	26%	30%	10%	2%	16%	28%	14%	5%	15%	50%	0%	0%	29%	38%	3%	6%	44%	32%	8%	8%	12%	8%	16%	4%
Do Not	<i>n</i>	7	17	2	1	1	11	1	0	1	5	1	0	2	5	0	0	0	2	0	0	4	10	0	1
	%	7%	18%	2%	1%	2%	26%	2%	0%	4%	19%	4%	0%	6%	15%	0%	0%	0%	8%	0%	0%	16%	40%	0%	4%
Don't Know	<i>n</i>	1	0	1	1	1	0	1	1	0	1	1	0	0	0	1	0	0	0	0	0	0	0	0	0
	%	1%	0%	1%	1%	2%	0%	2%	2%	0%	4%	4%	0%	0%	0%	3%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Sum	<i>n</i>	33	46	13	4	9	23	8	3	5	19	2	0	12	18	2	2	11	10	2	2	7	12	4	2
	%	34%	48%	14%	4%	21%	53%	19%	7%	19%	73%	8%	0%	35%	53%	6%	6%	44%	40%	8%	8%	28%	48%	16%	8%

595



596

597 **Table 6:** Code frequency and (A) different information sources (for all participants) and (B) employment sector (for
 598 conference attendees) for the six most frequent codes (organised from left to right in order of code frequency).
 599 Information sources range from no information source (-); media (M); reports (R); (A) research (academic) papers,
 600 and where employment sector for conference participants: Academia (A); Industry (I); Civil Service (CS), and other
 601 (O). The count for each code is normalised to the total count for that code. These values are then colour coded as
 602 shown in the key to indicate where codes are used by particular knowledge or employment groups, or to support
 603 particular answers.



604

	Closed response	Example open response (quotes)
Magnitude	Do	"the earthquakes associated with shale gas are very small", will be "microseismic earthquakes that won't be felt", "small magnitude events" or "minor tremors".
	Don't know	"major earthquakes probably unlikely", fracking may cause "seismic activity, but not quakes".
	Do not	"there may be possible tremors - not earthquakes", "events will be "mostly unfelt, very small events", or that there a "very few cases [with] little intensity".
Risks	Do	Shale gas "can trigger earthquakes but very rarely", "has the potential to induce seismic activity, but the risk is not a significant" and "any induced seismicity [has] small consequences".
	Don't know	"It is probably unlikely that fracking triggers major earthquakes", there is "probably an association but the risk is relatively trivial" and earthquakes might be associated "with a tiny minority of shale [operations, they are] not an intrinsic by product".
	Do not	"Seismicity risks are minimal and manageable" "insignificant", "very low", "unimportant", and so "don't consider it [to be] a significant hazard".
Media	Do	Earthquakes are associated with shale gas due to "publicity", "media reports" "media portrayal and local campaign group resources". Responses also include judgement statements such as "thanks to the media I associate fracking with [earthquakes], but I don't agree".
	Don't know	"media and other bias form of reporting on shale gas give this impression however I don't know of any evidence of the link".
	Do not	"'Earthquakes' are associated publicly with shale gas thanks to inaccurate media reporting", "while I don't [associate shale gas with earthquakes], from media alone I would do".
Normal	Do	"We have a lot of evidence of earth tremors associated [with shale gas], but these are...comparable to historic mining activity in the UK"
	Do not	"Earthquakes can be induced from many different types of industrial processes", "numerous unfelt earthquakes occur daily, and [there are] only a select few examples of fracking caused felt earthquakes", "any earthquakes from shale gas will be negligible versus natural seismicity".
Definition	Do	"Fracking causes microseismicity, in rare occasions they cause earthquakes. Where is the transition between microseismic [events] and earthquakes?" Fracking does "create microseismicity... not on the scale you would call an earthquake". "Earth tremors or seismic events is more appropriate than earthquake".
	Don't know	Fracking might cause "tremors but not specifically earthquakes". "I think of earthquakes' as being of natural origin"
	Do not	"I don't think the minor, largely insensible tremors associated with shale gas merit the term 'earthquake'." "Seismicity" "tremors" "microseismicity" "is not an earthquake".

605 **Table 7:** Example open response to illustrate how the most common codes are used to defend the range of
 606 participant responses to whether or not they associate shale gas with earthquakes. *Magnitude* is generally used to
 607 defend do and do not answers, *risks* is used for all responses, whereas *media* most often applies to 'do' answers.
 608 *Normal* and *definition* codes tend to be applied to *do not* answers.

609 **3.2.3 Language and terminology**

610 A theme that is applied in particular to the rationale for 'do not' answers refers to the definitions of
 611 earthquakes, indicating that different phrases are more appropriate depending on the scale, size or
 612 magnitude of the seismic event. We examine the language used within participants' open responses to
 613 examine whether there are any language preferences amongst different answers or different survey
 614 groups.



615 Participants used a range of terms to describe or refer to earthquakes. Similar words are used to describe
616 earthquakes in responses for both 'do' and 'do not' closed answers, though there is some indication that
617 words like *seismic* and *tremor* are used more for 'do not' responses. The only distinction in terminology is
618 that more knowledgeable participants (experts - those that obtain information from reports and peer-
619 review publications) are four times more likely to use phrases such as '*seismicity*' and '*minor*' than less
620 knowledgeable respondents (non-experts). Academics use the phrase earthquake far more than those
621 employed in other sectors, and civil service employees prefer '*tremor*' rather than '*micro*' or '*induced*'
622 seismicity, and more often refer to '*energy*' of the event.

623 Finally, an undercurrent theme to the open responses was to critique the question that they were asked,
624 which was about perceived association between shale gas and earthquakes. As noted in the previous
625 section, many participants raised questions about the phrase '*earthquake*', claiming it was a '*too strong*',
626 and that any seismicity that might arise from shale gas development would not be '*earthquakes*' but
627 '*tremors*' or '*micro-earthquakes*'. Others preferred to mention earthquake consequences in terms of felt
628 or not-felt, or damage-inducing or not. Several participants critique the use of the phrase '*shale gas*',
629 mentioning that they did not associate *shale gas* with seismicity, but they do associate *the hydraulic*
630 *fracturing technique* (by which shale gas is extracted) with seismicity. Others note that the question is
631 leading. Finally, most of the respondents that raised themes relating to the code *low risk* were essentially
632 communicating that whether they '*do*' or '*do not*' associate shale gas and earthquakes, it does not concern
633 or worry them (see Table 7). These statements suggest that the assumption that associating shale gas
634 with earthquakes is to express concern about the risk of earthquakes is erroneous.



635 4. Discussion

636 The results from our survey reflect a snapshot of participant views from 2014 about induced seismicity
637 and hydraulic fracturing. The results were not intended to inform whether or not earthquakes are
638 associated with shale gas, but, rather, to explore the underlying rationale for the apparent differences in
639 perspectives on the topic, particularly between experts and non-experts. It is important to acknowledge
640 that perspectives may now differ even more, particularly given the repeated suspension of hydraulic
641 fracturing activities in Lancashire due to induced seismicity. Preston New Road is the only shale gas
642 hydraulic fracturing activity in Europe that has been undertaken since our surveys were conducted in
643 2014; many countries including Scotland had moratoria in place during this period, and, once the
644 moratorium in England was lifted in 2012, it took several years to obtain planning permissions to enable
645 activities to commence at the Preston New Road site. We cannot postulate whether the rationale for the
646 answers provided by participants might have changed in light of these developments. Further, our results
647 show perspectives from the UK only, a country with low background seismic activity; and for English
648 language use. Nonetheless, our results do shed light on the ambiguity in the language around induced
649 seismicity and the confusion that this can cause, the differences between publics and expert views on the
650 matter (and difficulties in assessing expertise), and the limitations of using close surveys to elicit views on
651 risk.

652 Expertise is an ambiguous quality with multiple dimensions that can be difficult to assess (c.f. Lightbody
653 and Roberts, 2019). Many of our survey respondents were attending professional fora about shale gas,
654 and therefore might be considered to have expertise on the topic. Those who attended public lectures on
655 hydraulic fracturing could be said to be informed (and engaged) publics. Accordingly, we find that our
656 survey participants are, on the whole, much more decided on the topic than the UK general public (based
657 on the University of Nottingham surveys as reported in O'Hara et al., 2016). Of the relatively few
658 participants in our survey who answered '*don't know*', their response did not necessarily reflect lack of
659 knowledge; several explained that the evidence was inconclusive or questioned the definition of
660 earthquake. Survey respondents who attended public events and who answered '*don't know*' were more
661 like to express that they lack knowledge on the topic, and so we could conjecture that this is the likely
662 rationale when UK publics' answer '*don't know*'. A fourth closed answer category '*undecided*' would
663 capture these differences.

664 While fewer '*don't know*' responses might be expected of those working in shale gas topics or attending
665 public lectures on shale gas, it is interesting that there remains *no consensus* amongst our survey
666 respondents about whether or not earthquakes are associated with shale gas. While we find that the
667 proportions of those who '*do*' associate earthquakes with shale gas vary according to different factors
668 including the fora being attended (professional or public), the sources of information used to obtain
669 information about shale gas (beyond the event they were attending, expert reports vs academic papers
670 vs media) and job sector (academic, industry, civil service); in every case the results are bimodal. While
671 this might be interpreted to show polarisation of views both amongst experts and publics, by examining
672 the underlying rationale for the answers provided by our participants, we find this not to be the case.
673 Participant answers are muddled by ambiguity of language which leads to differences in understanding of
674 what defines or constitutes an earthquake, and what is meant by '*associating*' earthquakes with shale gas.
675 As a result, many participants attempt to communicate risk within their responses, too. Alongside the
676 ambiguous definition of the term earthquake (particularly regarding the size of an event), the term
677 '*associate*' was felt by many respondents to be too loose. Some argued that it is possible to associate an
678 event with a cause in media reporting of an event without any there being a scientific explanation for a
679 causal process. As a result, many participants attempt to communicate their understanding of the causal
680 process and hence the risk that an activity will result in an event within their responses, too.

681 Regardless of whether our respondents '*do*' or '*do not*' associate earthquakes with shale gas, qualitative
682 answers most commonly express uncertainty around what magnitude of seismic event is understood to
683 be an earthquake. In particular, those who '*do not*' associate earthquakes and shale gas question the
684 definition of an earthquakes. The term *earthquake* (the phrase used in the survey question) is clearly felt
685 to be ambiguous by our survey respondents. This aligns to similar language expressed by experts



686 interviewed by Lampkin (2018), in which one expert expressed "*I would call them tremors not*
687 *earthquakes, they are very very small*" and another asserts that "*people who talk of earthquakes are sort*
688 *of over-egging [over doing] it a bit*" (Lampkin, 2018).

689 So, what constitutes an earthquake? Is it wrong or, indeed '*over-egging it*' to describe a $M_L < 2$ event as
690 an earthquake? Technically, not (Kendall et al., 2019). In which case, how should earthquakes be
691 described? There are multiple scales with which to describe the size or properties of earthquakes,
692 including different scales of magnitude and energy release. However, there is no common descriptive
693 scale to define whether an event is a tremor, a micro-earthquake, small or large, or felt. Tremor has
694 traditionally referred to low-frequency earthquake signals (Shelly et al., 2007), and terms such as micro-
695 or nano- seismicity often refer to the frequencies of the seismic energy. The degree to which an
696 earthquake is felt is captured by the European Macroseismic Scale, which includes classifications such as
697 not *felt*, *scarcely felt*, *weak*, *largely observed*, and Bohnhoff (2009) summarise terminology based on
698 magnitude, including *micro*, *small*, *moderate*, *large*. The UK Government's traffic light system infographic
699 (Figure 1, made by the Oil and Gas Authority) describes seismicity as *not felt*, *usually not felt*, *minor*, *light*,
700 *moderate*, *strong*, *major*, *great*. In our study, we have not encountered any consistence use of such
701 language when describing and reporting hydraulic fracturing seismicity in public or expert fora.

702 Our findings show that there is no common descriptive scale for earthquakes, and certainly none that
703 translate into common language and understanding, even among experts. We find that while expert
704 reports commonly refer to '*earthquakes*', '*seismicity*' and '*events*', many use additional qualifiers to
705 communicate the scale of the event by using terms such as '*small*' or '*tiny*', distinguishing between '*felt*'
706 or '*perceived*' events, or by referring to the consequences of the seismicity using terms such '*tremors*' or
707 '*vibrations*' (Table 7). Importantly, none of the reports that we reviewed lay out what is meant by these
708 different phrases, though some stipulate that felt seismicity is generally considered to be above $M_L 2$.

709 Similarly, our survey respondents include indicators of size, risk, and impacts in their qualitative answers.
710 They might select that they '*do*' associate shale gas with earthquakes, but explain that '*any induced*
711 *seismicity would be small or rare*', or they may select that they '*do not*' associate shale gas with
712 earthquakes, because '*any induced seismicity would be small or rare*' (see Table 7). Thus whether or not
713 a respondent associates shale gas with earthquakes does not reflect the perceived risk of seismicity. We
714 posit that in the survey preamble, had we presented a definition of what was meant by the term
715 earthquake (e.g. the release of seismic energy, or seismic events with magnitude greater than 2 M_L) the
716 answers to the closed question would have been in much greater agreement.

717 These findings raise crucial questions around what constitutes an earthquake and to whom; and how
718 language is used to describe and communicate geological phenomena. A second important aspect that
719 our work highlights is the need to apply caution when using results or conclusions from surveys and
720 reports that do not define ambiguous terminology .

721 Previous studies have inferred that associating shale gas with earthquakes reflects the perceived risk of
722 seismicity. However, by examining the reasoning provided by participants to explain their responses, we
723 find that in reality this is much more nuanced amongst experts, and thus public concern about risks of
724 induced seismicity may not be as high as the results of previous surveys have been used to imply. Indeed,
725 our review finds that other studies of public attitudes indicate that while there is evidence of public
726 concern around induced seismicity, it may be that closed surveys with few questions or options conflate
727 the level of concerns. Indeed, large proportions of all survey participants are undecided, and (qualitative
728 approaches in particular find that) often other potential negative impacts associated with hydraulic
729 fracturing are considered to be more important than seismicity (see Table 2). It is important to note
730 however that that low levels of concern do not mean that the risk of induced seismicity is acceptable for
731 publics, as indicated by findings from public deliberations (Williams et al., 2017), and implied by results
732 from surveys which consistently finds that respondents who associate fracking with seismicity are less
733 likely to support shale gas (Andersson-Hudson et al., 2016, see Table 2).

734 These outcomes simply highlight the limitations of closed questions in surveys. Such questions are by their
735 nature constrained in scope, and so findings from closed questions are susceptible to bias and
736 simplification. Further, it is well documented that the framing of questions can affect the result; indeed



737 Howell (2018) proposes that differences in results between her work on shale gas perceptions and the
738 work of Andersson-Hudson et al. (2016) might be because the survey design was significantly different.
739 But altogether this raises important questions around the methods used to capture and communicate
740 stakeholder perspectives. Only when a multi or mixed method approach in which qualitative and
741 quantitative methods are combined can a comprehensive understanding of complex topics be obtained.
742 Unlike the UK regulations, public risk tolerances of induced seismicity will not simply relate to event
743 magnitude; there are other complicating factors at play (Trutnevyte & Ejderyan, 2018; Szolucha, 2019).
744 Our findings about language, ambiguity, and potential to conflate perceived risks have application across
745 a range of different geological and energy engineering technologies, many of which play a critical role in
746 delivering a sustainable future (Stephenson et al., 2019). We propose that a shared language to describe
747 earthquakes should be developed and adopted to enhance communication around induced seismicity
748 amongst all stakeholders. Such approach is common in risk communication and management practice
749 (Fischhoff, 2013), and has recently been called for by a community of UK shale gas researchers and
750 practitioners (Brown et al., 2020). It supports communication, and, as put by Trutnevyte & Ejderyan
751 (2018), without such framework experts must develop their communication approaches based on
752 intuition and learning by doing [author note: these experiences are often described by practitioners as
753 being ‘at the coal face’ or ‘on the front line’, indicating the challenging pressured environment for
754 learning]. As noted previously, frameworks exist (such as the European Macroseismic Scale; Johnston,
755 1990; Bohnhoff, 2009, and so on) but have not been adopted and translated into common language use.
756 While a common language framework would facilitate risk communication, it would not resolve
757 communication and risk tolerance challenges around induced seismicity. Any risk communication strategy
758 must be individual to project, place and context, as well as sensitive to issues of environmental and social
759 equity and justice and heritage in which geoenergy is embroiled (Trutnevyte & Ejderyan, 2018), and the
760 risk presented by some technologies may be more acceptable than others (Knoblach et al., 2018).
761 However the framework would establish a common understanding through language, which is critical for
762 dialogue on topics of public and political interest, and could have mitigated the miscommunication,
763 misperception, and misinterpretation documented in this work.
764

765 **5. Conclusions**

766 This work has explored expert and non-expert perspectives around the risk of induced seismicity from
767 shale gas exploration in the UK. We find that range of terminologies have been inconsistently used to
768 describe seismic events to communicate risk of induced seismicity, and we highlight how language
769 ambiguity and question framing has muddled understanding of the perceived risk of induced seismicity
770 and hydraulic fracturing. Our insights present important implications for research, communication, and
771 decision-making on any uncertain, complex or sensitive topic. The immediate and long-lasting
772 repercussions of using “fracking bad language” is likely amplified by the political and environmental
773 sensitivities around the shale gas sector, as well as lack of familiarity of seismicity (natural and induced)
774 to UK stakeholders. We suggest that a shared language to describe earthquakes should be developed and
775 adopted to facilitate risk communication within and between expert and non-expert stakeholders. This
776 framework will be relevant for numerous geoscience applications, where many subsurface technologies
777 deemed critical to a low carbon future are unfamiliar to the publics and present risk of induced seismicity.
778 Finally, our work illustrates the value of examining social scientific issues through a multi method lens to
779 inform risk management and communication.
780

781 **6. Data Availability**

782 Survey data are available at <insert DOI when generated>.

783



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787 **8. Ethics statement**

788 This research complied with the Ethics Policy and Procedure of the University of Strathclyde. Ethics
789 approval was granted for the survey research.

790 **9. Competing interests**

791 We declare no competing interests.

792 **10. Author contributions**

793 JR lead the research design, data collection, analysis, and writing of this research, with CB in particular
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801 **12. Copyright**

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804 **13. References**

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