


TOP SECRET

10 DOWNING STREET

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FILE TITLE: <i>British Policy in the</i>		SERIES <i>Foreign Policy</i>
<i>Antarctic (Including correspon-</i>		
<i>-dence on minerals)</i>		PART: <i>1</i>
PART BEGINS: <i>December 1980</i>	PART ENDS: <i>August 1985</i>	CAB ONE: 

PREM 19/1505

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PART

CLOSED

TO BE RETAINED AS TOP ENCLOSURE

Cabinet / Cabinet Committee Documents

Reference	Date
OD(80)72	01.12.80
OD(81)9	16.02.81
OD(81)334	15.06.81
OD(82)7	24.02.82
OD(82)51	04.06.82
OD(82)56	17.06.82
OD(82)13 th Meeting, Minutes	30.06.82
JIC(83)(N)67	29.04.83
OD(83)12	04.07.83
OD(83)13	05.07.83
OD(83)15	07.11.83
OD(83)8 th Meeting, Minute 1	16.11.83
OD(84)7	28.03.84
OD(84)9	29.03.84
OD(85)1	02.01.85
OD(85)20	26.07.85

The documents listed above, which were enclosed on this file, have been removed and destroyed. Such documents are the responsibility of the Cabinet Office. When released they are available in the appropriate CAB (CABINET OFFICE) CLASSES

Signed *M Wayland*

Date 14 February 2014

PREM Records Team



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~~IT~~

See CDP's note at
Rap.

Comments from Energy
& Environment are
below.

Education have no
comment.

JB

16/8

Refer to CDP

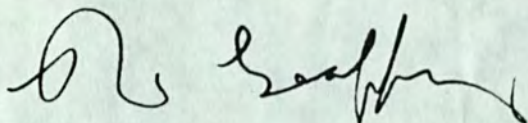
JW

CDP 1/9.

01-211-6402

The Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for Foreign
and Commonwealth Affairs
Foreign and Commonwealth Office
Downing Street
LONDON
SW1A 2AL

13 August 1985

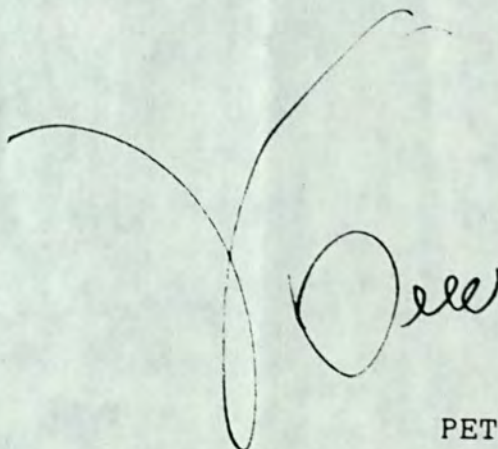


BRITISH POLICY IN ANTARTICA: MINERALS

I have seen your memorandum OD(85)20 of 26 July.

I am generally content with the proposed line for our delegation at the Paris round of negotiations. I am sure you are right in saying that we should make no concessions now on the claimant element in our objectives - indeed we should not show any disposition to make concessions in the future. It is only through maintaining, and persuading our claimant colleagues to maintain, a firm line that we can hope to achieve our objectives. As you note, claimant solidarity is at best questionable and it may come under considerable pressure from the superpowers. I therefore strongly endorse your recommendation that our Delegation should continue to do everything in their power to encourage claimant unity. I also support the proposal for tripartite contacts with the Argentines and Chileans. It is essential that the claimants should work together closely.

I am copying this letter to the recipients of your memorandum.



PETER WALKER

FOR POL: Antarctica: Dec 1980



Tone
01 22 8001

DEPARTMENT OF THE
ENVIRONMENT
2 MARSHAM STREET
SW1P 3EB



*With the Compliments of the
Private Secretary to the Secretary of
State for the Environment*

CONFIDENTIAL



2 MARSHAM STREET
LONDON SW1P 3EB

01-212 3434

My ref:

Your ref:

3) July 1985

Dear Sir

The Secretary of State has read with interest the Memorandum OD(85)20. He confirms that he agrees with the proposed negotiating line set out in paragraph 9.

A copy of this letter goes to Private Secretaries of the Secretaries of State for Energy and for Education and Science.

Yours sincerely

Sue Vandervord

SUE VANDERVORD
Private Secretary

PS/The Rt Hon Sir Geoffrey Howe QC MP

For POL: Policy in Antarctica; Dec 1980



Foreign and Commonwealth Office

London SW1A 2AH

From The Minister of State

12 August 1985

MSDM

Dear Ian,

BRITISH POLICY IN ANTARCTICA: MINERALS

In Geoffrey Howe's absence, I am replying to your undated letter about Memorandum OD(85)20 of 26 July.

It would, I think, be premature to view the emergence of the US/Soviet ideas as representing a coordinated approach by all of the non-Claimant States. It is true that the United States and the Soviet Union are the principal non-Claimant States, and the ideas which their delegation leaders put forward at the Rio de Janeiro meeting take little account of Claimant demands. But there has as yet been no indication of any inclination on the part of the other non-Claimant States to accept the US/Soviet ideas as a basis for negotiations. We shall therefore have to wait to see what happens at the Paris meeting before we have an indication of the status the other non-Claimants are prepared to accord the US/Soviet ideas, and how they view the relationship between those ideas and the outline of the minerals regime as it has emerged in the talks up to the Rio meeting.

The rights of the Claimant States to any revenue accruing from minerals exploitation is one of several items on the agenda at the Claimants meeting which the Australian authorities are hosting in Canberra from 27 to 30 August. The meeting is essentially designed to permit a preliminary discussion of Claimant strategy in

/the

Ian Stewart Esq MP
Economic Secretary to the Treasury
Treasury Chambers
Parliament Street
London
SW1P 3AG

CONFIDENTIAL



the face of the US/Soviet ideas; but the Australians have also given us advance sight of a position paper - of which your officials have a copy - that they intend to submit to the meeting which they describe as "canvassing a number of options for Claimants" regarding revenue-sharing.

The paper lists five options which would seek an explicit reference to revenue-sharing in the minerals regime before Claimants decided whether to accept the regime; and a further two options which would postpone any decision on revenue-sharing until the regime was in place. The paper tends to favour the former course of action. This is at variance with our view which, as you have correctly identified, is that the attainment of a Claimant veto over the preparation and adoption of the Management Scheme is the key Claimant objective. With such a veto enshrined in the regime it should be possible for the Claimants to leave special revenue provision until the Management Scheme stage.

The Canberra meeting will be a first step towards identifying the views of each Claimant on this point; the meeting will also need to consider the allied problem of how any revenues might be raised. In view of the complexity of these subjects, the prospect of many differing sets of views, and the shortage of time, it is unlikely that the Canberra meeting will arrive at any coordinated Claimant position. In these circumstances, our aim at Canberra will be to impress upon other Claimants the need to concentrate at Paris on the more crucial Claimant demand, and the one which commands considerably more Claimant unity, namely the veto requirement. Such an approach would be wholly consistent with the overall line taken in OD(85)20. But it would not preclude us from reviewing our options before Paris in the unlikely event that there is a significant breakthrough on revenue-sharing at the Canberra Claimants meeting.

I am copying this letter to members of OD, and to the Secretaries of State for Energy, for the Environment, and for Education and Science.

Yours ever
Baroness

Baroness Young

FOR. POL: Antarctica; Dec 1980





DW390a

Secretary of State for Trade and Industry

ccpd 26

DEPARTMENT OF TRADE AND INDUSTRY
1-19 VICTORIA STREET
LONDON SW1H 0ET
TELEPHONE DIRECT LINE 01-215 5422
SWITCHBOARD 01-215 7877

9 August 1985

The Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for Foreign and
Commonwealth Affairs
Foreign and Commonwealth Office
Downing Street
LONDON
SW1A 2AL

D. Geoffrey,

BRITISH POLICY IN ANTARCTICA MINERALS

I have seen your Memorandum OD(85)20 of 26 July.

2 I am broadly content with the line you propose our delegation takes at the next round of the negotiations in Paris.

3 The developments at the last round could lead to genuine and substantial progress towards agreement on a minerals regime for Antarctica. It is reassuring that the issues of Third World benefit and mandatory transfer of technology were not prominent. I am, however, concerned that the institutional structure proposed is becoming over-elaborate in order to satisfy an increasing number of interest groups. We must continue to resist this. I attach particular importance to achieving a practical and cost-effective regime.

4 The proposal on international participation in mineral activity is also a little worrying. It could lead to preference being given to applications from consortia with a wide spread of international interests. If undue importance were to be attached to this it could be a serious constraint on operators pursuing mining ventures.

5 I agree that it is difficult to envisage an Antarctic Minerals Regime being concluded without establishing a common understanding on how the provision of the regime would apply in practice. It is proposed that if a suitable opportunity arises in Paris, officials should indicate to the Chileans and the Argentines our willingness to begin informal discussions on the problems of our overlapping claims to the British Antarctic Territory. I support this proposal.

/6



6 In the event that the informal proposals on key issues which surfaced at the last round of the negotiations become accepted at the Paris meeting as the focus for future discussions, we will need to review the extent to which our objectives are achievable and the alternative options that exist.

7 I am copying this letter to other members of OD, to Peter Walker, Patrick Jenkin, Keith Joseph and to Sir Robert Armstrong.

A handwritten signature in black ink, appearing to read 'Norman Tebbit', with a large initial 'N' and a stylized 'T'.

NORMAN TEBBIT

Foreign Pol. - Dec. 1980
British Pol in Antarctica.





*Await DEB
comment.*

cyk

MO 21/8/5

FOREIGN AND COMMONWEALTH SECRETARY

*File with
MEA.*

BRITISH POLICY IN ANTARCTICA: MINERALS

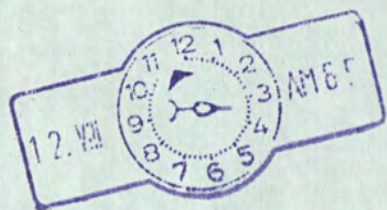
I have seen your memorandum of 26th July outlining developments at the last meeting at Rio, and suggesting our policy for the next. I agree the recommendations at paragraph 9 of your memorandum.

2. I am sending copies of this minute to colleagues in OD; to the Secretaries of State for Energy, for the Environment and Education and Science, and to Sir Robert Armstrong.

[Handwritten signature]

Ministry of Defence
2nd August 1985

COLLEAGUES



Antarctica: Foreign Pol Dec 1980

CEP



Treasury Chambers, Parliament Street, SW1P 3AG

The Rt Hon Sir Geoffrey Howe QC MP
 Secretary of State for Foreign and Commonwealth Affairs
 Foreign and Commonwealth Office
 Downing Street
 LONDON SW1A 2AL

WBS

Dear Secretary of State,

BRITISH POLICY IN ANTARCTICA: MINERALS

I have seen your memorandum OD(85)20 of 26 July, copied to the Chancellor, on the negotiation of a minerals regime in Antarctica.

It is disturbing that the non-claimant states are now beginning to co-ordinate their line in ways which could be detrimental to claimant states such as ourselves. It is obviously crucial that we should have control of, and a veto over, the management schemes which will be central to our interests.

This makes it all the more important that there should be claimant unity, and I agree with the line that you propose our delegation should take in Paris. However, I understand that before then your officials will be having talks with the Australians, discussing particularly the best approach to securing claimants' rights to revenue from mineral exploitation. It would seem that it may be necessary in the light of these talks, to review the line which our delegation should take on this in Paris. There is a danger that if we waited until after then to re-examine our objectives too much might already have been lost.

I am copying this minute to members of OD.

Yours sincerely,
 Ian Stewart

for IAN STEWART

[Approved by the Economic Security and Security in
 his absence]

FOREIGN Policy

12/80

ANTARCTICA





10 DOWNING STREET

Please await
correct form
Energy, Environment
& Education,
then resubmit to
us.

CM.



JU866

Secretary of State for Trade and Industry

DEPARTMENT OF TRADE AND INDUSTRY
1-19 VICTORIA STREET
LONDON SW1H 0ET
TELEPHONE DIRECT LINE 01-215 5422
SWITCHBOARD 01-215 7877

23 January 1985

The Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for
Foreign & Commonwealth Affairs
Foreign and Commonwealth Office
Downing Street
London SW1A 2AL

NBPM

CDP
- 24 ji

G. Geoffrey

BRITISH POLICY IN ANTARCTICA: MINERALS

I have seen your Memorandum OD(85)1 of 2 January.

I am content with the line which you propose our delegation take at the next round of the Antarctic minerals negotiations in Rio de Janeiro.

As you are aware, my Department attaches particular importance to securing a practical and cost effective regime which ensures that potential UK operators have a full and equal opportunity to compete for the rights to mineral exploitation in any part of Antarctica. I therefore welcome the proposed revision to our negotiating objectives which better reflects the balance between our Claimant and industrial interests.

I indicated my concern about expressing any willingness to concede benefits to the Third World along Law of the Sea Convention lines in my letter of 2 April 1984. While I accept that participation of outside states in the institutions of the regime will need to form a part of the negotiations, I have seen Peter Walker's letter of 11 January and I share his concern that we should not indicate any willingness to consider financial benefit sharing or any form of mandatory transfer of technology.

I am copying this letter to other members of OD, to Peter Walker, Patrick Jenkin, Keith Joseph and Sir Robert Armstrong.

NORMAN TEBBIT

FOR. POL: British Policy in Antarctic;

Dec 1985

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24 JAN 1985

etc



DEPARTMENT OF EDUCATION AND SCIENCE
ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH
TELEPHONE 01-928 9222
FROM THE SECRETARY OF STATE

MS P17
CDP
22/1

Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for
Foreign and Commonwealth Affairs
Whitehall
LONDON
SW1H

260 PM 55

22 January 1985

Sir Geoffrey,

BRITISH POLICY IN ANTARCTICA: MINERALS

I have seen a copy of OD(85)1 of 2/January.

I am content with the proposals in paragraph 10 of your Memorandum and note that the General Principles in Annex B take account of the concern to protect scientific activities. I also agree that it is important to pre-empt any challenge by the ISBA in the way you propose.

I am copying this letter to the Prime Minister, other members of OD, Patrick Jenkin, Peter Walker and to Sir Robert Armstrong.

Enn,
Ken

FOR. POL: British Policy in Antarctic:
Dec 80.

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22 JAN 1985

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CCP

MO 21/8/5

NBPM
CDP
22/1FOREIGN AND COMMONWEALTH SECRETARYBRITISH POLICY IN ANTARCTICA: MINERALS

I have seen your Memorandum OD(85)1 of 2nd January, and am content with the recommendations set out in your paragraph 10.

2. I am sending copies of this minute to the Prime Minister, other members of OD, the Secretaries of State for Education and Science, Energy and the Environment, and to Sir Robert Armstrong.

Went

Ministry of Defence
21st January 1985

FOR POL: British Policy in Antarctic: Dec 1980

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9 10 11 2
8 9 10 3
7 8 9 4
6 7 8 5

22 JAN 1985

CONFIDENTIAL

ccpc.



HOUSE OF LORDS,
SW1A 0PW

18 January 1985

EDP 2/12

Dear Geoffrey: British Policy in Antarctica: Minerals

I have seen your Memorandum OD(51)1 of 2nd January and am content with the line your propose the United Kingdom to take at the Rio de Janeiro meeting.

I also agree with Peter Walker that "ways of satisfying the concerns of outside States" (paragraph 9(c)) should be confined to such matters as participation in institutions and should not for the time being extend to concessions on benefit-sharing or technology transfer.

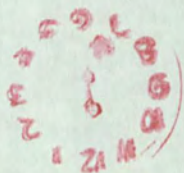
I am copying this letter to the Prime Minister and other members of OD.

Yrs:
A handwritten signature in cursive script, appearing to be 'L. S. J.' or similar.

The Right Honourable
Sir Geoffrey Howe, Q.C., M.P.,
Secretary of State for Foreign
and Commonwealth Affairs,
Downing Street,
London, SW1A 2AL

FOR. POL: British policy in Antarctic:

Dec 1980.



21 JAN 1985



NBPM

CAP

16/i

Treasury Chambers, Parliament Street, SW1P 3AG
01-233 3000

FOREIGN SECRETARY

P4 C3

BRITISH POLICY IN ANTARCTICA: MINERALS

I have seen your memorandum OD(85)1 of 2 January on the negotiation of a minerals regime in Antarctica and am content with the line which you propose our delegation should take in Rio de Janeiro next month.

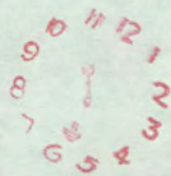
2. I am copying this minute to other members of OD.

A handwritten signature in dark ink, appearing to be 'N.L.' with a flourish.

N.L.

14 January 1985

16 JAN 1965



CPD



SECRETARY OF STATE FOR FOREIGN AND
COMMONWEALTH AFFAIRS
DOWNING STREET
LONDON SW1A 2AL

01 211 6402

*NBPM
CDP
"4"*

CONFIDENTIAL

The Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for Foreign and
Commonwealth Affairs
Downing Street
LONDON SW1A 2AL

11 January 1985

BRITISH POLICY IN ANTARTICA: MINERALS

copy attached

I have seen your Memorandum OD(85)1 of 2 January.

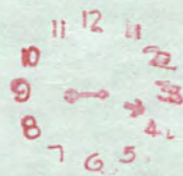
I am generally content with the proposed line for our delegation at the Antarctic minerals negotiations in Rio set out in paragraph 10 and Annex C to the Memorandum. But it is important, as I and other colleagues have observed on previous occasions, that we maintain a firm line on the question of Third World benefits. It is therefore essential that our delegation should be clear that the reference in paragraph 9(c) to exploring "ways of satisfying the concerns of outside States" is to be confined to the sort of institutional measure suggested there and does not extend to a willingness to discuss, for instance, financial benefit-sharing or technology transfer. I note your view that you cannot rule out the possibility that some element of benefit-sharing might eventually be needed to ensure acceptance of the regime, but I am sure that we should not be prepared to consider such concessions now: we should need to reconsider the matter collectively before we gave our delegation any authority to do so.

I was interested also to see your comments on the Law of the Sea angle. It is encouraging that on present indications the minerals negotiations do not appear to be heading towards a regime based on principles similar to those of UNLOSC. Nonetheless, as Annex D to your Memorandum notes, there are potentially serious problems in this area, not least the eventual dividing line between the limits of the minerals regime and the area of the International Sea Bed Authority. We may need to return to this question in more detail at a later stage.

I am copying this letter to the Prime Minister and other members of OD Committee.

PETER WALKER

11 JAN 1985



CONFIDENTIAL



2 MARSHAM STREET
LONDON SW1P 3EB

01-212 3434

My ref:

Your ref:

10 January 1985

Lea Coun

BRITISH POLICY ON ANTARCTICA: MINERALS: OD(85)1

My Secretary of State has read with interest the Memorandum of 2 January. He is content with the recommendations in paragraph 10 and endorses the references to protecting the Antarctic environment in paragraph 8 and in Annex C.

A copy of this letter goes to the Private Secretaries to the Prime Minister, the Secretaries of State for Energy, and for Education and Science, and Sir Robert Armstrong.

Yours ever,

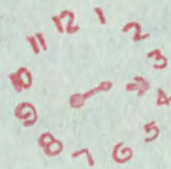
A C Allberry

A C ALLBERRY
Private Secretary

Colin Budd Esq

*NBP
10/1*

LND JAN 1985





10 DOWNING STREET

From the Private Secretary

7 January 1985

BRITISH POLICY IN ANTARCTICA: MINERALS

The Prime Minister has considered the Foreign Secretary's memorandum OD(85)1 of 2 January proposing the line for our delegation to take at the next round of negotiations on Antarctica minerals in Rio de Janeiro in February/March 1985.

Subject to the views of colleagues, the Prime Minister is content with the proposals in paragraph 10 of the memorandum.

I am copying this letter to the Private Secretaries of the Secretaries of State for Energy, Environment and Education and Science, and to Richard Hatfield (Cabinet Office).

Charles Powell

Peter Ricketts, Esq.,
Foreign and Commonwealth Office.



10 DOWNING STREET

Prime Minister

Antarctica: Minerals

This seems to be proceeding satisfactorily & I don't think that you need follow it in detail, at this stage anyway.

Agree recommendations in para. 10, subject to views of colleagues?

C D P

4/11

Yes not

case

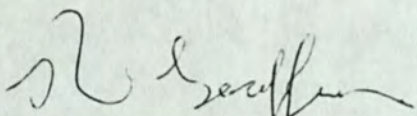
SECRETARY OF STATE FOR FOREIGN
AFFAIRS
DOWNING STREET
LONDON SW1

01 211 6402

The Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for Foreign &
Commonwealth Affairs
Downing Street
LONDON SW1

17 May 1984

N.B.P.R.



BRITISH POLICY IN ANTACTICA: MINERALS

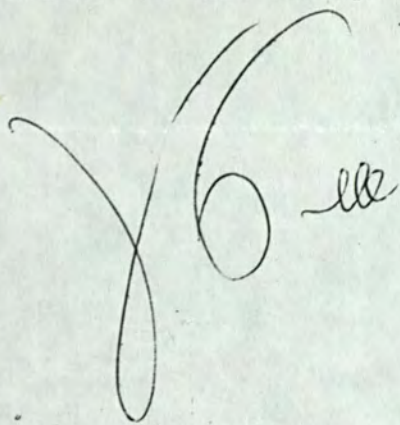
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p.a.

Thank you for your minute of 9 May.

I was grateful for this further elaboration of the proposals in OD(84)7. I am content that our delegation at Tokyo should proceed on this basis, on the understanding that they will adhere closely to the instructions summarised in the attachment to your letter and ensure that the explanatory talks envisaged are carried out strictly on an ad referendum basis.

I am copying this letter to the recipients of your minute.



PETER WALKER

Foreign Post: Antarctica : Dec 80



FCS/84/131

N. B. P. R.

M 9
5.SECRETARY OF STATE FOR ENERGYBritish Policy in Antarctica: Minerals

1. Thank you for your letter of 9 April in response to my memorandum OD(84)7 recommending the line our delegation to the Antarctic minerals negotiations should take at the next round in Tokyo. I appreciate your interest and will bear your concerns in mind. You will by now have seen from her Private Secretary's letter of 16 April that the Prime Minister is content that our delegation to Tokyo should be given instructions as I proposed in paragraph 8 of my memorandum.
2. Since I circulated my memorandum, we have received from the Chairman of the negotiations a set of revised 'personal proposals', amended to take account of the general trend of the discussions held in Bonn and Washington. Those proposals have been studied in detail by officials of the relevant departments, and my own officials have conducted consultations with some of our leading Claimant partners to ensure that we retain our position of influence on the common Claimant approach to them.
3. In accordance with paragraph 8 of my memorandum, I shall instruct our delegation to Tokyo to continue to seek to secure the objectives previously agreed by colleagues, and to explore various options which will ensure, in the light of the revised proposals, that any eventual regime meets the overall interests of the United Kingdom, is practical and workmanlike, and is not unnecessarily burdensome either to governments or to commercial mineral development throughout Antarctica.
4. Their detailed negotiating brief will be based on the briefs we approved for the Bonn and Washington negotiations,
/supplemented



supplemented by additional instructions which are outlined in the enclosure to this minute and which have been agreed between our officials. I believe this meets the concerns which you and other colleagues have expressed. Our delegation, which includes a representative from your Department, will naturally not commit themselves at Tokyo to any solution. I shall ensure that you and other colleagues are kept informed of any developments in the negotiations there.

5. I am copying this minute to OD colleagues, to the Secretaries of State for the Environment and for Education and Science, and to Sir Robert Armstrong.

A handwritten signature in dark ink, appearing to be 'G. Howe', written in a cursive style.

(GEOFFREY HOWE)

Foreign and Commonwealth Office
9 May 1984

Main Points for Supplementary Negotiating Brief for Tokyo

A) BENEFITS FOR CLAIMANTS

The delegation shall seek to ensure that the regime allows for financial benefits for the Claimant States, ie a share of revenue or product from activities in its claimed area additional to any benefits provided to other members of the regime.

B) THIRD WORLD BENEFIT

The delegation shall seek to remove from the Chairman's proposals the provisions which enable the Commission to ensure the participation by the international community in possible financial benefits derived from the regime.

C) ROLE OF CLAIMANTS IN MANAGEMENT SCHEMES

The delegation shall seek to ensure that on any Regulatory Committee established to deal with minerals activities in its claimed area, the relevant Claimant State or States have the central role in the drafting and negotiation of Management Schemes.

D) APPROVAL OF MANAGEMENT SCHEMES

The delegation shall seek to ensure that a draft Management Scheme shall not require the approval of all the parties to the regime, but should be adopted after approval of the members of the relevant Regulatory Committee.

E) DECISION MAKING

The delegation should explore various options in the decision-making processes of the institutions of the regime, including the possibilities of Claimant State vetoes, to ensure that the UK will have a position of influence equal to that of other States on matters relating to minerals activities generally, and an advantageous position on matters relating to activities in the BAT and to activities of British companies elsewhere in Antarctica.

/F)

- 3 -

for public knowledge of relevant decisions which affect environmental considerations, and provide a mechanism for independent environmental advice to be made available to the Advisory Committee. The delegation should seek to clarify however that the Advisory Committee is not a decision making body. The delegation shall also seek to retain the provisions in the draft proposals to protect scientific activities in Antarctica from adverse effects of minerals activities under the regime.

J) REQUESTING AND SPONSORING STATES

A number of functions and responsibilities proposed in the draft regime to be performed by States appear, in our view, to be more suitably performed by operators. The delegation should therefore seek where appropriate to have such functions or responsibilities transferred to operators. The delegation should seek clarification on other aspects of the concept of Sponsoring States, particularly in regard to the liabilities attaching to the concept.

K) COMMERCIAL INTERESTS

In view of the need to make provision for UK companies to conduct minerals activities outside the BAT, the delegation should bear in mind the need to obtain a regime conducive to commercial minerals development throughout Antarctica.

FOR POL
Plying in
Antarctic
Dec 80



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file



bc: Sir P. Craddock
cc Lord Cockfield.

10 DOWNING STREET

From the Private Secretary

16 April 1984

BRITISH POLICY IN ANTARCTICA: MINERALS

The Prime Minister has seen the Foreign Secretary's memorandum of 28 March, the Energy Secretary's minute of 9 April and the minute of 11 April by the Secretary of State for Education and Science.

Subject to any further comments which may be received from OD colleagues, the Prime Minister is content that our delegation to the Tokyo meeting should be sent instructions as proposed in paragraph 8 of Sir Geoffrey Howe's memorandum.

I am sending copies of this letter to the Private Secretaries to the Secretaries of State for Energy, the Environment and for Education and Science.

A. J. COLES

MR

Roger Bone, Esq.,
Foreign and Commonwealth Office.



CONFIDENTIAL

Prime Minister.

This minute answers your earlier question - and shows that you were right to ask it. CCPC 22

B.06723

MR COLES

c Sir Robert Armstrong

Yes not

Agree now with the Foreign Secretary's proposal in para. 8 at Reg. 6.?

A.S.C. 13/11.

British Policy in Antarctica: Minerals

1. In your minute of 10 April, you said that the Prime Minister would like some clarification of the last sentence of paragraph 8 of my minute of 6 April.
2. As stated in paragraph 4 of my minute, it is an important British interest that British companies should have access to any minerals in Antarctica on reasonable terms. The simplest way of achieving this would be for British companies to have to deal only with the British Government about the British Antarctic Territory (BAT) and with the Australian, French, New Zealand and Norwegian Governments respectively about access to their territories. Unfortunately such a simple arrangement would not work because other Governments, whose interests in Antarctica we recognise, do not recognise the territorial claims of the claimant states. In the BAT, the situation is further complicated by the overlapping claims of Argentina and Chile. Inescapably, therefore, other Governments will be involved in decision-making relating to access by British companies.
3. Any negotiable regime is bound to give some rights in the decision-making process to all the parties to the present negotiation. Inherent in the negotiating strategy which Sir Geoffrey Howe and his predecessors have been following is that those rights should be kept to a minimum and that decisions relating to a particular application to exploit a particular mineral deposit shall involve as few Governments as possible. Ideally, only the claimant State concerned and the State in which the company is incorporated would be



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involved. Such a conclusion is unlikely to be attainable in practice but until it is shown to be unattainable, it should be (and is) our negotiating objective.

4. In paragraph 7 of my minute I said that if the regime "were to seek to exclude other States entirely from the region, the whole Antarctic Treaty structure could in due course collapse". Since we do not want to run this risk, we need to find some means of not excluding other States while keeping any rights the regime may confer on them to a minimum, and in any case to less than the rights accorded to the original parties to the Treaty. In this connection, I must apologise for the ambiguity of the phrase 'non-consultative parties to the Treaty' in the last sentence of paragraph 8 of my minute. By 'the Treaty' here was meant the instrument in which the new Antarctic minerals regime would be incorporated, not the present Antarctic Treaty as was assumed in your minute of 10 April.

5. Turning to the Prime Minister's specific questions, it is not envisaged that third world countries would be given any right to exploit minerals in the BAT. But the possibility of third world countries acceding to the regime and then sponsoring an application to exploit minerals in the BAT (or elsewhere in Antarctica) would not be excluded by the terms of the regime. Since it is not envisaged that any right for third world countries would exist, the question of how it would be defined falls away.

6. It should also be borne in mind that the cost of extracting minerals from the Antarctic and overcoming the associated technological problems is going to be gigantic. This has two probable practical implications. First, only the major companies of the industrialised world are likely

but then why did he use that word.

Mr 13/4.

and why does he shift

me it in para 4 done



CONFIDENTIAL

to contemplate the costs involved. Second, even such giants as BP or Rio Tinto are likely to want to spread the risks by forming consortia. It would hardly seem reasonable to preclude them from involving a third world company in any consortia if that company was prepared to accept, and pay for, a share of the risk.

David Goodall

A D S Goodall

12 April 1984

Foreign Policy

Dec 20

British Policy in Antarctica



12 APR 1964
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CONFIDENTIAL

CONFIDENTIAL

DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

The Rt Hon Sir Geoffrey Howe QC MP
 Secretary of State for Foreign
 and Commonwealth Affairs
 Whitehall
 LONDON SW1H

11 April 1984

Dear Geoffrey,

BRITISH POLICY IN ANTARCTICA: MINERALS

I have seen a copy of OD(84)7 of 28 March.

I am broadly content with your proposed line for the Tokyo meeting. I would however just like to register my concern that, in quite properly seeking to gain access for British companies to all parts of Antarctica on reasonable conditions, we do not jeopardise our scientific activities. The work which is done at the British Antarctic Survey's bases in the British Antarctic Territory is real and current, and is important both for its intrinsic scientific merit and for the possible commercial benefits it may bring in the longer term. It would be regrettable if, for the sake of prospective but speculative wider gain, that work were in any way to be constrained or put at risk through any weakening of its territorial basis.

I am copying this letter to the other members of OD and to the Secretaries of State for the Environment and for Energy, and to Sir Robert Armstrong.

Ewan,

Ken

CONFIDENTIAL

Foreign Policy Dec 80
Antartica



1984



FILE

cc: PC

20

10 DOWNING STREET

From the Private Secretary

MR GOODALL
CABINET OFFICE

BRITISH POLICY IN ANTARCTICA: MINERALS

The Prime Minister would be grateful for some clarification of the last sentence of paragraph 8 of your minute of 6 April. You state that third world countries could become non-consultative parties to the Antarctic Treaty with the right to participate commercially in activities in the region. Mrs. Thatcher has asked how that right would be defined and what it would embrace. Would it, for example, give to companies from third world countries the right to exploit mineral resources in parts of Antarctica to which we lay claim? How precisely would the right be defined?

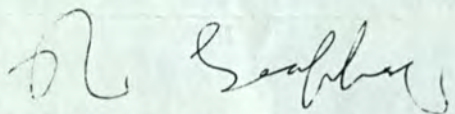
ALCOES

10 April, 1984

01 211 6402

The Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for Foreign
& Commonwealth Affairs
Downing Street
LONDON SW1

9 April 1984



BRITISH POLICY IN ANTARCTICA: MINERALS

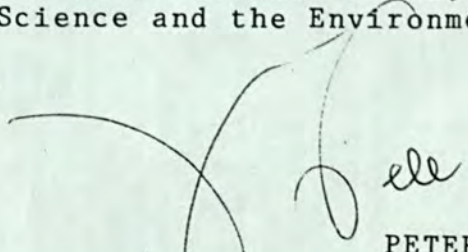
I have seen a copy of your memorandum on British Policy In Antarctica: Minerals - OD(84)7. ^{Attached.} I was glad to note from paragraph 4 of your memorandum that we are recognised as the leading claimant state in the negotiations. I am sure that we should maintain this position, as very large sums of money could be at stake.

Inevitably we know very little about the hydrocarbon and other mineral resources of Antarctica at the moment, any more than we knew very much about the resources of the North Sea when we negotiated the early delimitation treaties. Such sparse evidence as there is indicates that one of the most attractive areas is offshore the British Antarctic Territory. Given even the possibility of sizeable quantities of hydrocarbons in the BAT and its continental shelf, I think we need to be very careful in relaxing our claimant state position even on an ad referendum basis in the hope that we might obtain greater benefits elsewhere.

Consequently, I believe that officials from the FCO, Treasury, the DTI and my Department should set out in much greater detail the possible form of regime referred to in sub-paragraph 8(a) of your paper and the way such a regime might protect the interests of claimant states in such matters as providing licences for their own companies and obtaining some of the economic rent from any commercial developments in their claimed areas. I think these matters should be covered in the detailed negotiating brief which should be cleared with Ministers before the Tokyo Session starts.

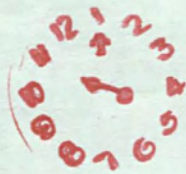
I also agree with Arthur Cockfield and Norman Tebbit that we must maintain our firm stand vis-a-vis the Third World during the coming negotiations.

I am copying this letter to other members of OD, the Secretaries of State for Education and Science and the Environment, and to Sir Robert Armstrong.



PETER WALKER

101 APR 1984





Prime Minister.

CONFIDENTIAL

*In the light of this minute,
agree Foreign Secretary's proposal
in paragraph 8 of Play F.*

B.06717

MR COLES

cc Sir Robert Armstrong
Mr Colvin

A. & C. G.

British Policy in Antarctica: Minerals

1. You asked for a note on the issues underlying the Secretary of State for Foreign and Commonwealth Affairs' memorandum (OD(84)7), on which the Chancellor of the Duchy of Lancaster, the Secretary of State for Trade and Industry, the Lord Chancellor and the Secretary of State for the Environment have now commented.
2. British interests in the Antarctic can be summarised as follows -
 - a. a territorial interest to uphold our claim to sovereignty over the British Antarctic Territory (BAT) and the provisions of Article IV of the Antarctic Treaty (which prohibits new claims and freezes existing claims), with the British Antarctic Survey (BAS) remaining the principal manifestation of that sovereignty;
 - b. a strategic interest, shared with other Western Governments, to deny its use to the Russians and others for military or other purposes; and to maintain the Antarctic Treaty limiting the use of the area to peaceful purposes;
 - c. an economic interest to secure the largest possible share of any potential benefits from the longer term development of hydrocarbons and minerals and from marine living resources throughout the area; and



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d. a scientific interest in studying the atmospheric, marine and life sciences and in protecting the environment from irresponsible exploitation. (You will recall that the Prime Minister in June 1982 took the initiative in arranging for the resources available to BAS to be increased - see the correspondence leading up to OD(82)13th Meeting.)

3. Whether or not there are minerals at all in Antarctica remains to be established. They could exist in abundance and, since Antarctica was once geologically attached to South Africa, the chances must be reasonable. But it cannot be excluded that the whole area will turn out to be ^a'dry hole'. Moreover, the formidable technological problems of extracting minerals through a thick sheet (average depth of one mile) of moving ice have not even begun to be tackled. Even if minerals exist, therefore, exploitation could lie as much as fifty years into the future. Prospecting (and perhaps even exploration) is a different matter and could begin before the end of the present century.

4. As well as protecting British interests in BAT itself, we need also to seek to ensure access for British companies on reasonable terms to all other parts of Antarctica. This means that we cannot afford to be too rigorous in the conditions we impose for access to BAT. Sir Geoffrey Howe accordingly proposes to go for open access throughout Antarctica, with Britain, by virtue of its status as a claimant, having a special position on the institutional procedures of the regime and/or an appropriate share of economic benefit.

5. The attitude of many third world countries is coloured by what they believe they have secured in the context of the deep seabed mining provisions of the United Nations Law of the Sea Convention (i.e. unrequited financial benefits

So long as this does not result in practice to open access to our parts and no access to those in other hands.



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through the joint Enterprise which entitles signatories to a share of the profits from deep seabed mining on the basis that the minerals in question are part of the Common Heritage of Mankind). The position in Antarctica is different in that a number of states, including the United Kingdom, lay claim to sovereignty over parts of the territory. Despite the fact that some of these claims overlap and are recognised neither by non-claimant states signatory to the Treaty nor by the states not signatory to the Treaty, their existence is a powerful argument against applying the Common Heritage principle to Antarctica. (Another difference is that, as noted above, the existence of minerals in Antarctica remains hypothetical whereas the riches of the deep seabed are known and the technology to mine them already exists.) Nevertheless, the negotiation of a framework for an Antarctic minerals regime is unlikely to be possible without the concurrence of third world states; this is because in the last resort they could by various devices (e.g. collective action at the United Nations or the International Court of Justice) make the implementation of any agreement impossible.

6. A further important point to bear in mind is that a satisfactory framework for a minerals regime is more likely to prove negotiable before rather than after the extent of any mineral wealth in Antarctica has been established. If and when it became certain that there was mineral wealth to be exploited, third world countries would seek to extract a much higher price for selling their putative rights to a share in it.

7. The central issue for the United Kingdom is how far we (and states signatory to the Treaty) can go in trying to safeguard our access to the hypothetical mineral wealth of Antarctica without putting other important interests at risk:



CONFIDENTIAL

if the Consultative Partners to the Antarctic Treaty were to seek to exclude other states entirely from the region, the whole Antarctic Treaty structure could in due course collapse. If that were to happen, the de-militarisation provisions of the Treaty would also fall and the area could become another arena of superpower confrontation.

8. The negotiating approach proposed by the Foreign and Commonwealth Secretary in OD(84)7 therefore is that we should be prepared to explore without commitment ways of satisfying the concerns of third world states in such a way as to ensure the least damage to our Antarctic interests; but that we should continue to resist any provision that the framework for a minerals regime should provide financial benefits analogous to the Enterprise arrangement on deep seabed mining. One possible solution might be an arrangement whereby, without being entitled to any automatic benefits, third world countries could become non-consultative parties to the Treaty with the right to participate commercially in activities in the region.

What does that mean? A right is not a right unless it is defined.

9. The Chancellor of the Duchy of Lancaster, in his letter of 2 April, and the Secretary of State for Trade and Industry, in his letter of the same date, both underline the importance of resisting third world pressure for financial benefits, at least at this stage; but Mr Tebbit recognises that this aspect may need further consideration in the light of the negotiations; and Sir Geoffrey Howe does not rule out the possibility that some concession to third world interests on this point may need to form part of an eventual package to ensure acceptability. The Lord Chancellor (Mr Stoate's letter of 3 April) and the Secretary of State for the Environment (Mr Allberry's letter of 5 April) agree with the approach recommended by the Foreign and Commonwealth Secretary.

David Goodall

6 April 1984

A D S Goodall

CONFIDENTIAL

CONFIDENTIAL

ck



PRIVY COUNCIL OFFICE
WHITEHALL LONDON SW1A 2AT

6 April 1984

Dear Peter

BRITISH POLICY IN ANTARTICA: MINERALS

As requested, I write to confirm that the Lord Privy Seal has seen the Foreign and Commonwealth Secretary's memorandum OD(84) 7 of 28 March, and is content with the proposed line.

I am copying this letter to the Private Secretaries to other Members of OD.

yours

Charles

C M J MARSHALL
Private Secretary

P Ricketts Esq
Assistant Private Secretary to the
Secretary of State for Foreign and
Commonwealth Affairs

Foreign Post - Antarctic Dec 80

6 APR 1984

0 11 12 1 2 3 4
5 6 7 8 9

Telephone

01-212 8001

DEPARTMENT OF THE
ENVIRONMENT
2 MARSHAM STREET
SWIP 3EB



*With the Compliments of the
Private Secretary to the Secretary of
State for the Environment*

CONFIDENTIAL



2 MARSHAM STREET
LONDON SW1P 3EB
01-212 3434

My ref:

Your ref:

5 April 1984

Dear Sir

BRITISH POLICY IN ANTARCTICA: MINERALS

Members of OD Committee were invited to inform the Secretaries by 9 April of any views they had on the Memorandum OD(84)7 circulated by the Secretary of State for Foreign and Commonwealth Affairs.

My Secretary of State strongly supports the proposal that the UK delegation to the Tokyo meeting should be given a measure of flexibility, so that they can explore with other delegations the various possible solutions which would best balance our interests in Antarctica and at the same time resolve the problems posed by the growing interest among Third World Countries.

There is no doubt that the environment of Antarctica is regarded by the international environmental and conservation movement as of peculiar importance on the world scene. It is a tribute to the international measures already agreed under the Antarctic Treaty that conservation objectives have been secured heretofore despite the growth in scientific activity and more recently also in the development of marine resources. The continuation of this situation, and particularly the protection of the Antarctic Treaty system, is clearly an important policy objective; but what we have seen in this Department of the international conservation movement leads us to echo the Foreign Secretary's observations on the need to keep the Third World Countries reasonably satisfied with whatever regime is eventually proposed to regulate mineral developments in the region.

My Secretary of State considers that the proposals now put forward for the delegation to Tokyo offer us the best prospect of working toward a solution that preserves our various objectives in this way, and will satisfy the international environmental bodies who are becoming increasingly vociferous on these matters.

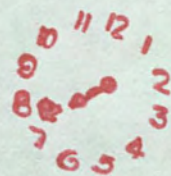
Yours ever
Andrew

A C ALLBERRY
Private Secretary

Richard Hatfield Esq

CONFIDENTIAL

- 6 APR 1984



CONFIDENTIAL

ccpk



Treasury Chambers, Parliament Street, SW1P 3AG
01-233 3000

A.S.C. 6/4
b.a.

FOREIGN SECRETARY

BRITISH POLICY IN ANTARCTICA: MINERALS

I have seen your memorandum OD(84)7 of 28 March on Antarctic Minerals, and am content with the line which you propose our delegation should take in Tokyo next month.

2. Copies of this go to other members of OD, the Secretaries of State for Education and Science, for Energy and for Environment, and to Sir Robert Armstrong.

N.L.

N.L.
5 APRIL 1984

CONFIDENTIAL

Foreign Post.

Dec '80

Antarctica

6 APR 1984

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FROM THE PRIVATE SECRETARY

WR



HOUSE OF LORDS,
SW1A 0PW

3rd April, 1984

CONFIDENTIAL

Sir Robert Armstrong, KCB CVO
Secretary of the Cabinet,
Cabinet Office,
Whitehall,
London,
SW1.

Our ref: OD(84)7 & 9

AD $\frac{4}{4}$

Dear Sir Robert,

f.a.

British Policy in Antarctica: Minerals

I am writing, in accordance with the instructions in OD(84)9, to let you know that the Lord Chancellor has read the memorandum by the Foreign and Commonwealth Secretary (OD(84)7), and is content that the UK delegation should pursue the objectives set out in paragraph 8 of that memorandum.

I am copying this letter to the Private Secretaries of the members of OD.

*Yours sincerely,
Richard Stoa*

Richard Stoa

Foreign Por Dec 80
Antartica



JF6237

Secretary of State for Trade and Industry

DEPARTMENT OF TRADE AND INDUSTRY
1-19 VICTORIA STREET
LONDON SW1H 0ET

Telephone (Direct dialling) 01-215) 5422
GTN 215)
(Switchboard) 215 7877

cc PC

13

Z April 1984

The Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for Foreign and
Commonwealth Affairs
Foreign and Commonwealth Office
Downing Street
LONDON
SW1A 2AL

*Await minute from
Cabinet Office.*

*A.C. 3/4.
h.a.*

D. Geoffrey,

BRITISH POLICY IN ANTARCTICA : MINERALS

I have seen a copy of OD(84)7 of ^{below} 28 March.

2 I am broadly content with the proposed approach. My prime concern is to ensure that UK companies should have access on proper commercial terms to the exploitation of the whole of Antarctica and I therefore welcome your proposal that a balance should be struck between Claimant States and our interests in other parts of Antarctica. It is particularly important that we secure a practical and cost-effective regime which will facilitate mining operations and that we watch carefully that the undesirable precedents set in the Law of the Sea negotiation are not followed here.

3 In this context I accept in principle that (Annex A paragraph 3) it is desirable that the costs of the regime should eventually be borne by the commercial operators engaged in mineral activities rather than by Governments. However, this objective may have to be reviewed should the nature of the regime, in spite of our efforts, develop along the elaborate and costly lines of Law of the Sea.

4 I agree that we will need to consider the question of financial benefits to the Third World more fully in the light of the negotiations, but I hope you can agree that we should not make any concessions at this stage, nor give any impression that we are likely to do so.

/5 I ...

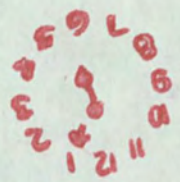


I am copying this letter to the other members of OD and to the Secretaries of State for Education and Science, for the Environment and for Energy, and to Sir Robert Armstrong.

Norman Tebbit
NORMAN TEBBIT

Far. Pol. : British Pol. in Antarctica

12/80



-2 APR 1984

~~ce p.c.~~

Chancellor of the Duchy of Lancaster

CABINET OFFICE,
WHITEHALL, LONDON SW1A 2AS

2 April 1984

Sir Geoffrey,

BRITISH POLICY IN ANTARCTICA: MINERALS

I have seen your memorandum OD(84)7 of 28 March on this, with whose recommendations I agree subject to one point of emphasis.

I am content with (a) (b) and (c), but (d) gives a somewhat different flavour from what is said in the body of the memorandum which says "we should continue to resist". It was the Third World demands which led to the unsatisfactory deep sea mining provisions of the proposed Convention on the Law of the Sea.

I am copying this minute to other members of OD, the Secretaries of State for Energy, for the Environment and for Education and Science and to Sir Robert Armstrong.

[Signature]
[Signature]

COCKFIELD

The Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for Foreign and
Commonwealth Affairs
Foreign and Commonwealth Office
Downing Street
London SW1

Fer. Pol: British Pol in Antarctic
12/60



12 APR 1960

[Faint handwritten mark]

Ref: B06903

PRIME MINISTER

c Sir Robert Armstrong

British Policy in Antarctica: Minerals
(OD(83) 15)

Flag A

BACKGROUND

The United Kingdom's policy objectives in negotiations with Antarctic Treaty partners on a minerals regime last came before OD in July when a joint paper by the Foreign and Commonwealth Secretary and the Secretary of State for Energy (OD(83) 12) was agreed without a discussion. But you commented that the question was of such potential importance as to merit further discussion. The memorandum by the Foreign and Commonwealth Secretary has been prepared with that in mind.

Flag B

2. The proximate reason for the paper is the second round of negotiations in Washington, due to take place in January 1984 following the first round in Bonn last July. But no new decisions are sought for the Washington talks, which are expected to conclude discussion of the New Zealand Chairman's proposals. Changes or adaptations to the British negotiating stance may be needed after the January meeting, possibly in time for the third round in Tokyo in the summer of 1984. But the process may be protracted, and the current policy line could then remain viable for Tokyo and even beyond.

3. Departmental attitudes vary in emphasis rather than substance. The Department of Energy give priority to safeguarding the United Kingdom's access to natural resources and is therefore particularly strong on upholding Claimants' rights. The Foreign and Commonwealth Office is concerned to maintain the Antarctic Treaty, on the grounds that any conceivable alternative would be very much worse. The Department of Trade and Industry's interest is access to strategic hard rock minerals, for which purpose a minerals regime is essential. The Ministry of Defence is anxious to maintain the Treaty (and notably its demilitarisation provisions) and avoid the creation of any additional defence obligations.

4. A potentially complicating factor in these negotiations is the growing international interest in Antarctica as a result of the discussions on exploitation of the seabed at the United Nations Law of the Sea Conference, although the legal position is quite different. It is clearly in our interests to avoid parallels being drawn between the two negotiations.

5. The Secretaries of State for Education and Science, for Energy and for the Environment have been invited to attend.

HANDLING

6. You will wish to invite the Foreign and Commonwealth Secretary to introduce the discussion. The essential point to be established is whether there is agreement that the United Kingdom should maintain its firm Claimant position at Washington; and that there is nothing to be gained by lowering our sights at this stage.

CONCLUSIONS

7. You should be able to steer the discussion to the following conclusions.

- i. Approve the negotiating objectives for the United Kingdom delegation set out in paragraph 7 of OD(83) 15.
- ii. Invite the Foreign and Commonwealth Secretary to report to OD on the outcome of the Washington discussions with a view to deciding whether new decisions are needed for the third round in Tokyo in mid-1984.

David Goodall

14 November 1983

A D S GOODALL

FOR POL: Antarctica: Dec 1980



10 DOWNING STREET

From the Private Secretary

3 October 1983

Dear Sir,

Ministerial Discussion on Antarctic Minerals

Thank you for your letter of 30 September.

I am sure that the Prime Minister will be content for the Ministerial discussion of this subject to take place in mid November.

I am copying this letter to Roger Facer (Cabinet Office).

Yours ever

John Holmes

John Holmes, Esq.,
Foreign and Commonwealth Office.

da



Foreign and Commonwealth Office

London SW1A 2AH

30 September 1983

Dear John,

Ministerial Discussion on Antarctic Minerals

In your letter of 6 July you said that the Prime Minister wished the question of our policy towards Antarctic minerals to be discussed by Ministers in OD in the early autumn.

There are a number of new factors on the Antarctic scene which are likely to have a bearing on our Antarctic policy, and that of Antarctic minerals. These include the recent admission of India and Brazil to Consultative Membership of the Treaty, and discussion of Antarctica at the United Nations later next week. However, the next round of negotiations on Antarctic minerals is not due to be held until January 1984, probably in Washington. The Foreign and Commonwealth Secretary believes it would therefore be sensible for Ministers to review our Antarctic minerals policy around mid-November. A meeting at this time could also take the steering brief for the January round of negotiations so as to avoid crowding the pre-Christmas period.

I should be grateful if you would confirm that the Prime Minister has no objection to this slightly later timing.

I am copying this letter to Robert Facer, Cabinet Office.

Yours ever

(J E Holmes)
Private Secretary

John Coles Esq,
10 Downing Street.

Foreign
British Antarctic
on the Dec 80





With the Secretary of State's Compliments

WH
29/1

DEPARTMENT OF EDUCATION AND SCIENCE

Elizabeth House

York Road

London SE1 7PH

Telephone 01-928 9222



DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

28 July 1983

Jen Sir Hermann,

EXPANDED PROGRAMME OF RESEARCH IN THE ANTARCTIC

will request if required -
 Thank you for your Council's paper, "Proposals for Increased Research in the Antarctic", which you sent me under cover of your letter of 14 June. These proposals should meet the Government's objectives regarding the expansion of scientific activities in Antarctica very well. The detailed scientific priorities within the programme will be for your Council to decide and I have every confidence that the scientific programme will continue to maintain the high quality work of which your Council and the British Antarctic Survey are justifiably proud.

Following our meeting with the Prime Minister in July 1982 when it was agreed that these activities should be expanded, the Natural Environment Research Council's cash limit for 1982-83 was increased by £0.5 million and its grant-in-aid from the Science Budget for 1983-84 was increased to include an additional £4 million for Antarctic research. It is the intention, apart from any circumstances such as exceptional financial stringency, that in the present PES round a cash amount of £5 million will be set aside for this purpose in 1984-85 (as stated in the Government's White Paper on its expenditure plans 1983-84 to 1985-86, Cmnd 8789), and that this figure for future years will be determined so as broadly to maintain the level of activity allowed by the 1984-85 provision.

NERC will be accountable for the new money in the same way as for its existing grant-in-aid, and this Department will have similar overseeing responsibilities in regard to its expenditure.

/Your paper

Sir Hermann Bondi KCB FRS
 Natural Environment Research
 Council
 Polaris House
 North Star Avenue
 SWINDON SN2 1EU

Your paper rightly recognises the proper interests of the Foreign and Commonwealth Office in the whole of your Antarctic research programme. This programme, and BAS in particular, provides the British presence in the British Antarctic Territory, where British sovereignty is disputed by Argentina and Chile. The Antarctic Treaty, which sets aside this dispute together with other differing views about the exercise of sovereignty in the Antarctic in favour of peaceful international scientific co-operation, may be reviewed after 1991. It is likely, therefore, that political and diplomatic considerations will need to be taken into account in reaching decisions about the programme in the future. The Government is content that considerations of scientific excellence should predominate in decisions about the programme, and the new level of funding of activity in Antarctica should enable NERC to continue to satisfy Government objectives by carrying out excellent science. But if other considerations should call for the initiation or the maintenance by NERC of an activity which neither the Advisory Board for the Research Councils nor NERC would support on grounds of scientific priority, even given the additional money now available, special consideration would need to be given to finding the means to enable NERC to carry out the activity otherwise than at the expense of projects to which higher scientific priority is attached.

Commissioned research should be encouraged whenever possible in order to maintain the momentum of the programme. The Department, with NERC and BAS, will encourage the commissioning of work which can be undertaken by BAS in its programme. Such work will assist in maintaining the level of financial support above the critical level although it is recognised that there is a limit in practice to the amount of commissioned work which can be undertaken given the projected levels of permanent staff and resources available at BAS's Headquarters and in the field.

I realise that the effective conduct of the programme will depend upon a carefully planned timetable of logistic development which includes communications facilities, transport and bases. Individual components of that development will need to follow the normal procedures as regards appraisal, referrals under delegated authority and so on. I note that you have started to review the options for meeting the enlarged logistic needs for the programme, including the consideration of a possible replacement for the RRS John Biscoe. I should be very willing for this Department to be brought into these studies at an early date together with other Departments as necessary. If it is concluded following your review that a replacement is indeed required, the method of funding will be assessed in relation to the overall costs of the programme. However the possibility cannot be ruled out that, if replacement is found to be necessary, at least part of the cost might have to be found within the provision envisaged. Your recognition of this in your letter is helpful. I know that you will share my view of the consequent desirability of retaining as much flexibility as possible in developing the proposed programme.

/This

This letter also conveys the views of the Secretary o State for Foreign and Commonwealth Affairs and the Chief Secretary to the Treasury, who have agreed its contents. I am copying it to them and to the Prime Minister.

Emily .

Ken Joseph.

Foreign Pol.
Dec '80, the
Policy on the
Antarctic.

26 JUL 1983

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26 JUL 1983

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DEPARTMENT OF TRADE AND INDUSTRY

Room 11.01 Ashdown House 123 Victoria Street SW1E 6RB

Telex 8813148
Telegrams Advantage London SW1
Telephone Direct Line 01-212 3301
Switchboard 01-212 7676

JU3

8 July 1983

The Rt Hon Sir Geoffrey Howe QC MP
Secretary of State for Foreign
and Commonwealth Affairs
Foreign & Commonwealth Office
Downing Street
London SW1

Copies to:

OD Colleagues
Secretary of State
Education & Science
Secretary of State
(Environment)

N.B.P.R.

A.J.C. 6/7

Dear Geoffrey,

ANTARCTIC MINERALS

I have seen your and Peter Walker's memorandum concerning our objectives for the forthcoming negotiations on a minerals regime in Antarctica.

2 I am content with our basic objectives, with the proposal to adopt the Chairman's draft as a starting point for the negotiations and with the steering brief for the Bonn negotiations subject to the points made below.

3 It is clear that the Chairman's "personal proposals" will require significant amendment if we are to achieve a regime which both protects our position as a Claimant State and proves workable for any future operators. We should not underestimate the possible damage to our longer term industrial and financial interests if we fail to secure a practical and cost effective system.

4 Your memorandum refers to the growing international interest in Antarctica to which we will need to pay particular attention. One element of the draft on the table, not referred to in the steering brief is the suggestion of establishing measures to ensure participation by non-parties in the benefits of the regime. This appears to be a dangerous concession to make at this stage when others are seeking 'common heritage' rights in Antarctica. Colleagues may wish to consider this question more fully in the light of developments in the negotiations but we shall need to watch carefully that this notion is not elaborated or firmly inscribed in future drafts.

5 I am copying this letter to OD colleagues, and to the Secretaries of State for Education and Science and the Environment.

Yours
Ed
A.J.C.

cc: HO
LEO
HMT
LPO
MOD
LP50
COL
DTI

CO
DES.
DE
DIK



10 DOWNING STREET

From the Private Secretary

6 July, 1983

British Policy in Antarctica: Minerals

The Prime Minister has seen the memorandum of 4 July on the above point which has been circulated to OD by the Foreign and Commonwealth Secretary and the Secretary of State for Energy.

For the purposes of the next negotiating round in Bonn the Prime Minister is content, subject to colleagues' views, that the United Kingdom's basic objectives should remain as set out in Annex B to the paper, that we should accept the New Zealand chairman's proposals in Annex C as the starting point for negotiations and that the delegation should be guided by the steering brief annexed to the paper.

The Prime Minister was content to endorse this approach on the basis that we are unlikely at the Bonn meeting to reach the point where the overall package will be ready for consideration by Ministers. But she considers that the question of our policy with regard to minerals in Antarctica is of such potential importance that an OD discussion should be arranged for the early autumn. I should be grateful if Richard Hatfield, to whom I am copying this letter, could have this in mind for OD's agenda after the holidays.

I am copying this letter to the Private Secretaries to members of OD and to the Secretaries of State for Education and Science, Environment and Energy.

A. J. COLES

John Holmes, Esq.,
Foreign and Commonwealth Office

Bot

CONFIDENTIAL

PRIME MINISTER

British Policy in Antarctica: Minerals

In the attached paper the Foreign Secretary and the Energy Secretary seek OD's agreement to the line to be taken by our delegation at the next negotiating round in Bonn from 11-22 July.

Specifically, you are invited:-

- a) To endorse the UK's basic objectives at annex B (which you have agreed before).
- b) To agree that we should accept the New Zealand chairman's proposals in annex C as the starting point for negotiations in Bonn.
- c) To approve the brief attached to the main paper.

I believe that you can endorse all these points for the purposes of the Bonn meeting which is not likely to make much progress towards final agreement on a minerals regime in Antarctica. But I am a little unhappy that this potentially important matter continues to be handled out of committee. I suspect that Ministers will not really focus on the issues until they have to attend an OD meeting and argue the case. Paragraph 5 of the attached paper shows that there is likely to be a move at this year's General Assembly to declare Antarctica the "common heritage of mankind". I suggest, if you agree, that an OD discussion of the whole question be arranged for the autumn. Agree?

Yes

Are you otherwise content for the proposals for handling the Bonn meeting?

Yes
A. J. C.

5 July 1983

CONFIDENTIAL

CONFIDENTIAL



file

107

Mr A. PARSONS
Foreign Policy

10 DOWNING STREET

From the Private Secretary

MR HATFIELD
CABINET OFFICE

THE STRATEGIC AND COMMERCIAL IMPORTANCE OF THE SOUTH ATLANTIC AND ANTARCTICA

The Prime Minister has seen your minute of 29 April and the assessment contained in JIC(83)(N)67. She has commented that she does not find the arguments in these papers convincing. Paragraph 2 of your minute points out that "Much world merchant shipping, including strategic minerals for most Western industrialised countries and nearly half of Western Europe's oil, passes through the South Atlantic". Paragraph 3 of your minute states "The strategic importance of the South Atlantic is ... low at present". The Prime Minister believes that it is difficult to reconcile these two statements which are reflected in the JIC paper.

I am sending a copy of this minute to Brian Fall (FCO), Richard Mottram (Ministry of Defence), Tony Rawsthorne (Home Office) and to John Kerr (HM Treasury).

A. J. COLES

5 May, 1983

8

CONFIDENTIAL



Ref. A083/1228

MR COLES

The Strategic and Commercial Importance of the South Atlantic
and Antarctica

--- I attach the Prime Minister's copy of JIC(83)(N)67, a Note on the above subject, which was approved by the JIC on 28 April. The Note assesses the strategic and commercial importance of this region to the West, with particular reference to British interests, and to the Soviet Union.

2. Much world merchant shipping, including strategic minerals for most Western industrialised countries and nearly half of Western Europe's oil, passes through the South Atlantic. The Soviet Union also has a commercial and a fishing interest. However, the United States does not maintain a permanent naval presence in the area and the modest Soviet presence at Luanda does not give the Russians the capability to exert significant military pressure in the South Atlantic.

3. The strategic importance of the South Atlantic is therefore low at present. It would increase if the Russians chose to deploy some additional forces there; but we have no evidence that the concept of basing a significant naval force in the South Atlantic forms any part of Soviet doctrine, nor that Soviet missile-submarines are likely to be deployed there.

4. None of the littoral States of Southern Africa and South America would encourage the extension of a general NATO/Warsaw Pact conflict into the South Atlantic.

5. The Antarctic treaty system is coming under question because of differing views on sovereignty over the continent and the growing belief, probably not well founded, that the region is rich in resources. The Soviet Union's research activities give it a



considerable say in the review of the Treaty but at present they try to keep a low profile on issues of resource development. Britain has an interest in obtaining the largest possible share of any benefit from Antarctic minerals.

6. The Note concludes that it is in the interests of both the West and East to ensure the region's continuing immunity from military tension.

7. The Note will also be seen by the Secretaries of State for the Foreign and Commonwealth Office, Defence, Home Affairs and the Chancellor of the Exchequer.

R P HATFIELD

29 April 1983

CONQUEROR

FILE SW



10 DOWNING STREET

cc: CCO
HO
HM/T
LPO
M/D
LPSO

DOT
CDL
CO
DES
DI
D&E

30 March, 1983 CP22

From the Private Secretary

British Policy in Antarctica: Minerals

The Prime Minister has seen the Foreign and Commonwealth Secretary's minute of 28 March.

Subject to the views of the other recipients of Mr. Pym's minute, she agrees that our delegation to the Canberra meeting in April should continue to work within the framework of the negotiating aims agreed in OD (82) 51 and that they should explore with other delegations whether the New Zealand Chairman's proposals could form the starting point for further negotiations. But she considers that any agreement given by our delegation that the Chairman's proposals could indeed constitute the starting point for further negotiations should be ad referendum to Ministers.

I am copying this letter to the Private Secretaries to the other members of OD, the Secretaries of State for Education and Science, Industry and the Environment and the Head of the CPRS.

A. J. COLES

John Holmes, Esq.,
Foreign and Commonwealth Office

Handwritten initials



PM/83/28

PRIME MINISTERPrime Minister

Agree para. 7, subject to views
of Ministerial colleagues?

A.J.C. 25/3

Yes and

British Policy in Antarctica: Minerals

1. In my minute of 16 December last I informed you, OD colleagues and other interested Ministers of the progress of the negotiations among Antarctic Treaty States for an Antarctic minerals regime, and of the further round to take place in Wellington in January 1983. You agreed that the UK delegation should continue to pursue the approach agreed by colleagues in OD(82)51 of 4 June 1982. You may now find it helpful to have a note on the outcome of that meeting and the line our delegation will take in informal discussions to take place on this issue in the margins of a meeting in Canberra in April on general Antarctic business.
2. The most recent meeting, unlike its predecessor, saw serious and detailed discussion of major issues. There was some progress on mainly technical matters. But there was no agreement, nor indeed any significant movement by any party, on the central questions related to sovereignty.
3. The UK delegation tabled detailed proposals embodying a strong Claimant position. But it soon became clear that our particular proposals would not be generally acceptable. Just as we (and other Claimants) are adamant in rejecting Non-Claimant proposals which treat all Antarctic Treaty States alike and deny special advantages for Claimant States, so the Non-Claimants will not accept proposals (like ours) overtly based on Claimant State sovereignty in their claimed areas. We therefore need to find other methods of securing our objectives, while still safeguarding our Claimant position.

/4. The



4. The Conference Chairman (from New Zealand, another Claimant State) concluded that the need for a bridge between the opposing extremes adopted by Claimant and Non-Claimant States was widely recognised, but no delegation was willing to take the first step. Other factors influencing him were that so much remains unknown about the possible exploitability of such mineral resources as there might be in Antarctica; and that the growing challenge to the existing Antarctic Treaty system by outside States (which featured at the recent NAM summit in New Delhi) led some delegations to believe that there was not enough time left to negotiate a fully detailed and comprehensive regime. Accordingly, in the closing minutes of the Conference the New Zealand Chairman tabled some 'personal proposals' to move the negotiations forward. They envisaged a framework regime leaving much of the detailed negotiation on important issues - such as the terms on which any minerals activities might take place - to be agreed on a case by case basis when and if such activities become a real commercial prospect.

5. It is still too soon to take a definitive view of the proposals. Within Whitehall, officials are studying them, particularly in the light of the five negotiating objectives set out in paragraph 2 of the steering brief annexed to OD(82)51 (attached below). The proposals will also require considerable clarification and elaboration between ourselves and our Treaty partners before we can be satisfied that they will enable us to achieve our basic aims. Meanwhile, we believe that they do have sufficient merit to form a basis for further negotiation.

See Flag A.

6. The next formal session of minerals negotiations will take place in Bonn in July. We shall use the Canberra Antarctic meeting for informal discussions with Claimant States on their response to the 'personal proposals' so as to work for a more united Claimant State approach. (The



Claimant States at the recent Wellington negotiations were somewhat less united than previously.)

7. I therefore propose to instruct our delegation to continue to work in Canberra within the framework of the negotiating aims agreed in OD(82)51; to explore with other delegations whether the Chairman's proposals could form the starting point for future negotiations; and to accept that they should do so if our other Treaty partners also agree. I shall report back to colleagues after the Canberra meeting and seek approval for the line to be taken by our delegation at the Bonn meeting.

8. I am copying to OD colleagues, the Secretaries of State for Education and Science, Industry and Environment, and the Head of CPRS.

Prime Minister
You may feel that the delegation's agreement should be ad substantum to Ministers?

A.F.C. 28.3

(FRANCIS PYM)

Foreign and Commonwealth Office
28 March 1983

Foreign Pol.
Dec 80
British Policy on
the Antarctic

28
BRITISH
POST
OFFICE
LONDON
E.C.4



UK OBJECTIVES FOR AN ANTARCTIC MINERALS REGIME, AGREED IN
OD(82)51

'In particular, the delegation should work for a minerals regime framework which:

- (a) does not involve establishing a costly international organization;
- (b) does not involve governments being responsible for initiating and financing mineral activities but instead envisages a concessionary regime where the initiation and financing of operations lies with commercial entities taking their decisions in accordance with commercial criteria;
- (c) gives the Claimant State governments a part to play regarding activity in their claimed areas which is distinct from that of the regime's authority;
- (d) gives each Claimant State the largest possible share of any benefits from exploitation of minerals within its claimed area, being a share which is greater than that of the non-Claimants;
- (e) which minimises the cost of mineral activity to UK public funds.



RESTRICTED

Foreign Policy

[Handwritten mark]

22/12

Prime Minister

BRITISH POLICY IN THE ANTARCTIC : MINERALS

I have seen the Foreign Secretary's minute of 16 December to you about the next stage in the negotiations on an Antarctic minerals regime.

Our objectives for the January Conference in Wellington have not changed. I agree, therefore, that the brief approved by OD for the first meeting last June should provide the basis for negotiation by the UK delegation.

I am copying this to OD colleagues and to the Secretaries of State for Education and Science, Industry and Environment.

A.C.

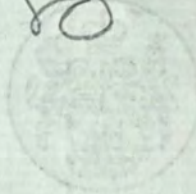
LORD COCKFIELD

Department of Trade
1 Victoria Street
London SW1H 0ET

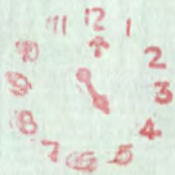
21 December 1982

RESTRICTED

Antarctic: Foreign Policy Dec 80



20 DEC 1982



RESTRICTED

Foreign Affairs

File



cc: OD
+ O/N
DES
OOI
JOE

10 DOWNING STREET

From the Private Secretary

20 December 1982

Dear John,

BRITISH POLICY IN THE ANTARCTIC: MINERALS

The Prime Minister has seen the minute of 16 December by the Foreign and Commonwealth Secretary.

Mrs. Thatcher agrees, subject to the views of other recipients of Mr. Pym's minute, that at the next round of meetings of the Special Antarctic Treaty Consultative Organisation, in Wellington in January, the UK delegation should pursue the approach described in paragraph 1 of the minute.

I am sending copies of this letter to the Private Secretaries to members of OD, to Julian West (Department of Energy), Imogen Wilde (Department of Education and Science), Jonathan Spencer (Department of Industry) and David Edmonds (Department of the Environment).

Yours ever
John Holmes.

John Holmes, Esq.,
Foreign and Commonwealth Office.

RESTRICTED

JOE

PRIME MINISTER

BRITISH POLICY IN THE ANTARCTIC: MINERALS

I attach a minute by the Foreign and Commonwealth Secretary. This seeks agreement that at at the next session of the Special Antarctic Treaty Consultative Meeting in January we should maintain the position on an Antarctic minerals regime that was agreed earlier. That position is summarised in paragraph 1 of Mr. Pym's minute but I think that you might like to look again at Annex A of the brief prepared for the last meeting - see Flag A. This describes in rather more detail the kind of minerals regime framework at which we are aiming.

Content that we should continue to follow this policy?

[Handwritten signature]

A.S.C.

17 December 1982



PM/82/108

PRIME MINISTER

British Policy in the Antarctic: Minerals

1. In Memorandum OD(82)51 of 4 June 1982 the Secretary of State for Energy and I consulted colleagues in preparation for the first session of the Special Antarctic Treaty Consultative Meeting which was held in Wellington from 14-28 June to begin negotiations on an Antarctic minerals regime. Colleagues agreed that we should aim for a regime that paved the way for company action; that the UK should derive some special benefits from its sovereignty over British Antarctic Territory and that the costs of administering the regime should be minimal. We also agreed that we should seek a solution within the Antarctic Treaty framework, and recognised that this would need to be acceptable to both claimant and non-claimant treaty partners. The purpose of this minute is to report the outcome, and to let you know that there will be further rounds of negotiations in 1983.
2. As expected, the meeting reached no substantive conclusions. The main outcome was agreement upon a framework to guide further discussion. With the possible exception of the Soviet Union (and Poland), all delegations showed a readiness to negotiate. But there was no shift in positions, particularly over the crucial question of territorial sovereignty, although most delegations recognised that both claimant and non-claimant States would have to show some flexibility if a regime were to be agreed.
3. The following main points arose from the discussions:
 - (a) the majority of delegations regarded extreme proposals reflecting either hardline claimant or non-claimant positions as being inconsistent with finding a solution within the Antarctic Treaty framework;
 - (b) there were wide differences of view as to how detailed a minerals regime should be;



(c) the Soviet Union's attitude introduced an East/West dimension (related principally to the Soviet wish for access to Western technology and their opposition to any role for private sector companies) to add to the claimant/non-claimant divide in the negotiations.

4. The brief approved by OD for the delegation in the meeting still applies. Our position as set out in paragraph 1 remained intact after the conference and, subject to colleagues' agreement, we shall retain it at the next meeting. The delegation consulted closely with other claimant States, and kept in touch with the position of the US and those other EC delegations represented (France, a fellow claimant, and the Federal Republic of Germany and Belgium, which are both non-claimants). Since the Wellington Conference we have had further consultations with other claimant States in preparation for the next round of meetings, which will take place in Wellington from 17-28 January 1983 and in Bonn in July 1983. I shall report further to colleagues before the Bonn meeting.

5. We can expect more substantive discussions in January than at the previous meeting. Countries have now declared their opening positions. In addition, pressure to conclude an agreement within the framework of the Antarctic Treaty is mounting because of challenges in the UN (most recently expressed by Malaysia) that Antarctica should be treated as part of the common heritage of mankind.

6. The Secretary of State for Energy has seen and agreed to this minute. I am copying it to OD colleagues and to the Secretaries of State for Education and Science, Industry and Environment.

(FRANCIS PYM)

Foreign Policy & International



DEC 16 1952

Foreign Policy

FUS

RW



10 DOWNING STREET

From the Private Secretary

25 October, 1982

The Prime Minister has asked me to thank you for your kind letter of 21 October. She was most interested in your comments following your attendance at the Chilean Antarctic Conference.

A. H. COLES

Sir Vivian Fuchs, FRS.,

RW

NOTED
CF?

FROM SIR VIVIAN FUCHS, F.R.S.
78 BARTON ROAD, CAMBRIDGE, CAMBS. CB3 9LH
TELEPHONE: 0223 59238

ms

Prime Minister
I will send a brief
acknowledgment in your
belief.

PLEASE REPLY TO:
55 HANS PLACE,
LONDON SW1
TELEPHONE: 01-584 6050

21st October 1982

Dear Mrs Thatcher,

A.J.C. 22/10

R22

I arrived home from the Chilean Antarctic Conference last weekend, and write to you because it has come to my knowledge that it was through your personal good offices that the Foreign Office contacted the British Council, who then very kindly sponsored my trip. I greatly appreciate your thoughtfulness over such a small point in the midst of the heavy political burdens you carry. It is difficult to say thank you adequately, but I really am very grateful.

It was a most interesting experience. The Chilean station where the conference was held is really a large Air Force complex, run by Service personnel - often in uniform - and with little pretence at science. The meetings were attended by all the active 'Antarctic' nations except the USSR (who didn't send anybody) and Japan (whose delegate missed his plane). A Canadian representative also appeared.

The government representatives will, of course, report officially; however, may I say that there was a general opinion that the non-Antarctic nations at the United Nations needed to be aware that any possibility of oil production lies in the rather remote future; because of the need for detailed geophysical exploration and the development of special technology. As yet no minerals worth exploiting are known to exist, but should any be found, exploitation could be achieved more rapidly than in the case of oil.

There is some urgency in establishing regulations for the taking of fish and 'Krill' in the Southern Ocean since this would affect the food chain - and already considerable quantities are being caught by the Russians.

Our visit was well organized. We went to three other Chilean bases and the Polish station. At one of the Chilean bases the Major in command rather naively welcomed us to 'this Chilean military station, used for training and meteorological work!' They also maintain effective seismological records.

On our return to Santiago, where I was kindly invited to stay at the Embassy, I was asked to give a few lectures on behalf of the British Council - including two to the English schools. There seemed to be a great deal of pro-British feeling, for I was honoured by a presentation at the University of Chile, and given a Medal by the Chilean Geographical Society. So I hope it all did some good.

May I again thank you for your very kind intervention in my affairs, and please don't even think of answering this, which is really sent only to express my gratitude.

Yours sincerely

V. E. Fuchs

The Rt. Hon. Mrs. Thatcher
10 Downing Street
LONDON S.W.1.

File: Foreign Pol.
British Policy in Antarctica

LONDON

XIII

CONFIDENTIAL



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10 DOWNING STREET

THE PRIME MINISTER

16 September 1982

Dear Lord Buxton.

Thank you for your letter of 2 September about the British Antarctic Survey.

There is a firm Government decision that funds for the BAS should be expanded. This decision is known to the Natural Environment Research Council who are being consulted closely about the details. The precise nature and rate of expansion is being urgently considered and the NERC and BAS will be given formal notification as soon as final decisions have been taken.

Yours sincerely
Margaret Thatcher

The Lord Buxton of Alsa

507



Foreign Pol
AJC
rpled

DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

John Coles Esq
Private Secretary
10 Downing Street
LONDON SW1

14 September 1982

Dear John

BRITISH ANTARCTIC SURVEY

Thank you for your letter of 7 September about Lord Buxton's letter to the Prime Minister.

We suggest that Lord Buxton could be told that there is a firm Government decision to expand the BAS; that NERC know of this decision and are being consulted closely on the details; but adding, if it is felt necessary, that the precise nature and rate of expansion is a matter which is being urgently considered within Government and with NERC and that NERC (and BAS) will be given formal notification as soon as final decisions have been taken. We recommend that there should be no reference to the ultimate size of the programme, or to its relationship with the Science Budget.

Yours sincerely

Nick Cornwell

N J CORNWELL
Private Secretary

Foreign Pol. Dec '80,
Policy in the Antarctic.

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14 SEP 1982

~~John~~

Education have
phoned about the
line to take in
a reply to Lord
Buxton.

It is as follows:-

"There is a firm
Government decision
to expand the
BAS. NERC know
of this decision
and are being
consulted closely
on the details."

"The precise nature
and rate of expansion
is a matter which
is being urgently
considered within
Government and within
NERC, ^{that} NERC (and BAS)

will be given
formal notification
as soon as final
decisions have been
taken"

This information was
supplied by Nick
Cornwell.

Oren

13/9/82

I have asked for a letter.

OR 13/9

Jul

Fpd

8 September 1982

I write, with apologies for the delay,
to thank you on behalf of the Prime Minister
for your letter of 18 August, the contents
of which she has noted.

A. J. COLES

Sir Alec Merrison, DL

A



39

10 DOWNING STREET

From the Private Secretary

7 September 1982

BRITISH ANTARCTIC SURVEY

Lord Buxton has written to the Prime Minister to say that he has recently been in touch with BAS who have apparently received no formal notification that they can expect increased funding from the Government in future years. I think the Prime Minister will wish to reply to the effect that a firm decision on this matter has been taken and that BAS have now been told. Could you please let me know quickly whether it is possible for her to reply on these lines?

A. J. COLES

Mrs. Imogen Wilde,
Department of Education and Science.

B



DEPARTMENT OF EDUCATION AND SCIENCE
ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH
TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

Timothy Flesher Esq
10 Downing Street
LONDON
SW1

6 September 1982

Dear Tim

Thank you for your letter of 24 August to Imogen Wilde enclosing a copy of Sir Alec Merrison's letter of 18 August to the Prime Minister.

The point raised by Sir Alec in his penultimate paragraph is one of which my Secretary of State is already seized. Ministers collectively will need to take it into account when deciding on the level of the Science Budget for 1983-84 and later years in the forthcoming PES discussions.

But that does not point to a need for the Prime Minister to reply to Sir Alec, who will be informed of the size of the Science Budget by my Secretary of State or his officials in due course. If the Prime Minister were to reply, it would only prolong the correspondence to no good purpose.

I therefore advise against a reply.

I am copying this letter to the copy recipients of yours.

Yours ever

N J Cornwell

N J CORNWELL
Private Secretary

No c/r.
Gordon Brown

Has Sir A.

Merrison's letter

been acknowledged?

A.J.C. 8/9

BROOK HOUSE · PARK LANE
LONDON W1Y 4DX
Telephone: 01-408 2288

M. Coles

②

from LORD BUXTON

x3
2 September, 1982

mt.
The Rt. Hon. Margaret Thatcher, MP,
10 Downing Street,
London SW1

Prime Minister

*I am in touch with the
DES and will let you have
a draft reply shortly.*

Dear Prime Minister

*A.T.C. 9
A.*

Since I raised the subject of BAS with you in the first place, I thought you would not mind my writing. I am in regular touch with BAS activities and was talking to Dick Laws yesterday. I had heard previously that you mentioned extra funding for BAS, but I gathered yesterday that he had so far had no formal notification of this from officials.

Although I pressed him Dick Laws was not willing to divulge much, but I can see that in order to achieve increased activity in the 1983/4 Antarctic season, decisions for adequate extra expenditure this year and a firm indication for extra funding in future years, need to be taken in Whitehall now.

Because of the restricted seasonal aspects even minor delays now can lead to delays in implementation of a whole year. I gained the impression that following his talk with you about the build up of BAS activity he is becoming concerned that he might not be able to achieve this before 1984/5.

*11 The problem seems to be
foot-dragging*

Yours sincerely

Anthony Andrew



Foreign Policy

IMMEDIATE

H M Treasury

Parliament Street London SW1P 3AG

Switchboard 01-233 3000
Direct Dialling 01-233 8481

JF
31/8

IMMEDIATE - BY HAND

P A Shaw Esq
Department of Education and Science
Finance Branch
Elizabeth House
York Road
LONDON SE1 7PH

31 August 1982

Dear Robert

BRITISH ANTARCTIC SURVEY

- attached

I am replying to your letter of 27 August in Nick Sallnow-Smith's absence on leave.

2. The basic presumption as regards all claims on the contingency reserve is that where additional expenditure is proposed, it should normally be absorbed within a department's existing programme and, if subject to cash limit, within the existing limit. I can see no reason to depart from that rule in the present case.
3. The Prime Minister has made it clear (Cole's letter to Mrs Wilde of 4 August) that the conclusion of her meeting of 12 July with your Secretary of State and others was that 'whatever the Science Budget would have been, it should be reduced by £5 million which would then be added back for the British Antarctic's Survey.' This agreement related of course to 1983-84 and following years. But the principle that any additional expenditure on the BAS should be contained within existing plans seems no less applicable to 1982-83.
4. You will not expect me to accept that, at this stage in the financial year, the Science Budget is already so heavily committed as to make it impossible to accommodate any additional expenditure on the BAS which may be judged to be essential.
5. I am therefore not prepared to recommend acceptance of your claim on the Contingency Reserve.
6. Copies of this letter go to Dr J A Heap (FCO) and, with copies of your own letter to Paul McIntyre here and Michael Scholar at No 10.

Yours,
Michael
M J C Faulkner



Department of Education and Science
Elizabeth House York Road London SE1 7PH

Telegrams Aristides London SE1 Telex 23171

Telephone 01-928 9222 ext 2316

*I am afraid I must leave this
with you. I am sure we
must give a very wide
margin by way of answer.*

*nee
27/VIII/82*

N R Sallnow-Smith Esq
HM Treasury
Treasury Chambers
Parliament Street
London
SW1P 3AG

Your reference

Our reference

Date

27 August 1982

my 27/VIII/82
Dear Nick

BRITISH ANTARCTIC SURVEY

You wrote to Dick Norton on 12 August about the financial arrangements for providing the additional £5m annually for BAS (possibly a lesser sum in 1983-84). We shall respond to that letter shortly. But, in the meantime, a rather separate though related issue, which affects the current financial year, has arisen and I am writing this letter at the request of my Secretary of State.

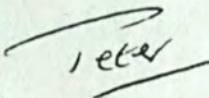
2. The strategic requirements, which were discussed in OD, point to the desirability of the earliest possible start on the expansion of BAS. If we are to fulfill this aim it is essential that a start is made this austral summer which will mean some additional expenditure in 1982-83 for which we have no cover. On a very provisional basis, we thought it right to ask NERC to consider, with FCO, what would be possible if additional funding could be made available. However after very careful scrutiny it is clear that the 1982-83 Science Budget, and within that NERC's grant-in-aid, are fully committed, and under pressure from the recent salary settlements. We can see no prospect of being able to find off-setting savings from within the education votes.

3. The full extra amount that could be spent to good effect on BAS this financial year is still being worked out in conjunction with NERC and BAS. But the most urgent requirement is for an additional £0.7m to be found (there may well be a further requirement over and above that of between £1m and £2m, about which we will write to you separately and rather less urgently if we are satisfied that a further requirement is essential). £0.7m would allow firstly, for the provision of satellite communications systems for the polar vessels and for the British bases on the Antarctic peninsula (£0.4m). These systems would allow for the rapid transmission of administrative messages and scientific data and, unlike the present communications which are routed through Port Stanley, would be invulnerable to interference by an unfriendly power. They would significantly improve the security of operations and personnel, and, by permitting 24-hour working, would enable BAS Headquarters in Cambridge to remain in touch with all the bases at all times. The lack of this latter facility was a serious disadvantage in the recent incident involving the loss of three men from Faraday base. Secondly, additional staff to work on planning the build-up are required and could be recruited (£0.3m). They would be located at BAS Headquarters at Cambridge; no spare accommodation exists and this would need to be rented (the estimated rental cost is included in the £0.3m). Further details of the breakdown of the £0.7m are at Annex A.

4. In order to ensure that NERC will be able to complete the ordering and installation of the communications systems prior to the onset of the next austral winter, a decision needed by 3 September that the funds will be available. Hence our urgent request that £0.7m be allocated from the contingency fund for this purpose. The reason for the short notice is that the communications equipment must, if it is to be installed this austral summer, be shipped south in one of NERC's polar vessels which are due to sail in late September; and recruiting of the additional staff needs to be put in hand as soon as possible before this year's output of graduates and postgraduates have all secured other employment.

5. While the additional financial provision to increase NERC's cash limit can take its course through the normal Winter Supplementary Estimates procedure, we cannot ask NERC to commit funds to these tasks unless we can have your assurance that new money will be found from contingency. We therefore seek your approval by 3 September to the underwriting of such a supplementary estimate from the contingency fund. In view of the importance of the Government being seen to be taking positive and early action in this area we are sure you will give this request major priority.

6. I am copying this letter to Dr J A Heap (FOO).

Yours sincerely


P A SHAW

DETAILS OF PROPOSED EXPENDITURE

	£K
30 additional BAS staff from 1 November 1982 at £10K (pro rata for 5 months to £24K p.a., which includes salary and all overheads including additional accommodation in Cambridge).	300
4 Satellite ground terminals (for 2 bases* in British Antarctic Territory and 2 polar vessels) at £100K	400

	700
	=====

- * BAS have 4 bases in Antarctica; the provision of satellite ground terminals for 2 of them is included in the existing BAS programme; but such partial equipping would under the new circumstances provide inadequate security.

31 AUG 1982

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Foreign Policy



Prime Minister
Foreign and Commonwealth Office

JH 2578

London SW1A 2AH

25 August 1982

ms

Dear Tim,

Antarctic Resources Policy Conference

John Coles wrote to Francis Richards on 19 July, forwarding a copy of the Prime Minister's letter of that date to Sir Vivian Fuchs. He mentioned that the Prime Minister had enquired whether we could assist Sir Vivian with transport to the above Conference.

The Prime Minister may wish to know that the British Council have been able to finance Sir Vivian's return air fare to Santiago, and the Chileans have arranged transport to and from Antarctica from Santiago. Sir Vivian will travel with the party of other British representatives.

Yours ever

John Holmes

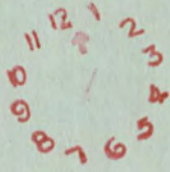
(J E Holmes)
Private Secretary

T Flesher Esq
10 Downing Street

Foreign and Commonwealth Office

London SW1A 1AA

25 AUG 1982



Foreign Pol.



Foreign and Commonwealth Office

London SW1A 2AH

25 August 1982

PERSONAL

John Coles Esq
Private Secretary
No 10 Downing Street

pa
H
25/8

Dear Private Secretary,

BRITISH ANTARCTIC SURVEY (BAS)

I hope you will forgive this personal note.

I was present at the British Antarctic Survey headquarters in Cambridge yesterday, for Mr Pym's visit, when the Prime Minister rang to offer her sympathies to the Director of BAS, Dr Laws, on the loss of the BAS party of three in the Antarctic.

Dr Laws was clearly affected by the Prime Minister's call. As one who could understand the loneliness of some of the decisions Mrs Thatcher has had to take in recent months, he deeply appreciated her understanding for his position and her sympathies for the bereaved parents and relatives.

Yours sincerely
John Heap

John A Heap
Polar Regions Section
South America Department

Foreign Office

huf

RM



BF

10 DOWNING STREET

From the Private Secretary

24 August, 1982

The Prime Minister wrote to Sir Alec Merrison on 9 August following her discussion with him, Sir Hermann Bondi and your Secretary of State. Sir Alec has now replied to the Prime Minister's letter and I enclose a copy of his letter. I should be grateful for your advice on whether a reply is needed and if so for a draft for the Prime Minister to send to Sir Alec.

I am sending a copy of this letter and its enclosure to Francis Richards (FCO), Richard Mottram (Ministry of Defence), John Gieve (HM Treasury) and Richard Hatfield (Cabinet Office).

(Timothy Flesher)

Mrs Imogen Wilde
Department of Education and Science,



Advisory Board for the Research Councils

Elizabeth House 39 York Road London SE1 7PH

Telegrams Aristides London SE1 Telex 23171

Telephone 01-928 9222 ext

*subla
Imogen
Ed*

Prime Minister:

*We are obtaining
a draft reply.*

Senate House,
Tyndall Avenue,
Bristol BS8 1TH.

From the Chairman,
Sir Alec Merrison, DL, FRS.

Your reference

Our reference

Date 18th August, 1982 *24/8*

JF

Confidential

24/8

mf

Dear Prime Minister,

Thank you for your letter of 9th August confirming the more important points of the conversation we had about the British Antarctic Survey in the context of the Science Vote.

I regret that neither Hermann Bondi nor I could give the British Antarctic Survey a greater scientific priority within the NERC budget nor the Science Budget as a whole. But that is indeed our judgement and it is certainly supported by the Advisory Board for the Research Councils. Naturally, we recognise the considerable strategic importance that the Survey has always had, an importance which has been greatly enhanced by the recent diplomatic and military events in the Falklands.

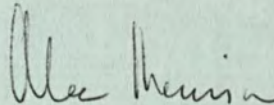
But I should like to repeat what we said to you at our meeting on 12th July about the support of science in general. Your Government, very wisely, has given a considerable protection to science and its applications as a simple investment in the future well-being of the country. Science in the U.K. commands world-wide respect and in the last ten years in particular we have seen an increasing awareness by the Research Councils and universities of the way that science and its applications contribute to the economy of the country and contribute sometimes not only in unexpected ways but unexpectedly quickly. The development of monoclonal antibodies by the MRC and university groups is merely one of a long list of examples of basic science which carry profound economic consequences.

But there is no doubt at all that, particularly with the running down of UGC funding, the Science Budget is now under very great pressure. Again I need not detail for you the new and very considerable opportunities which present themselves continuously for doing science which is both good and will certainly have immediate economic impact. This year, for example, the ABRC is recommending the allocation of large sums for an ambitious programme in the Science and Engineering Research Council on information technology. On our working assumption that the level of the Science Budget will be broadly comparable with last year this would cause considerable difficulties elsewhere in the Research Councils; but we feel that it is vital to support such work at the present time.

It would in my view be extremely damaging to earmark large sums for the BAS at the expense of other and better science. The rate at which we can adjust and still find considerable sums for new developments is of course limited and I know that it would not be your intention to slow down in any way this "dynamic" approach to our work. When it comes to deciding the size of the Science Budget I would hope that you and your colleagues keep these considerations in mind. Earmarking £5m. for BAS within a Science Budget plus at least £5m. is one thing; doing the same within a Science Budget which has not been increased will be damaging.

I apologise for underlining the obvious but since your letter has a rather wider audience than our conversation I would not want these points to go by default. I am copying this letter to recipients of yours.

Yours sincerely,



The Right Hon. Mrs. Margaret Thatcher, M.P.,
Prime Minister,
10 Downing Street,
London S.W.1.



10 DOWNING STREET

THE PRIME MINISTER
CONFIDENTIAL

9 August 1982 +

BK
C. DES
CO
CS-HUT
MOD
FO

Hermann Bondi

Dear Sir Alec,

I was grateful to you and Hermann Bondi for coming to see me the other evening with Keith Joseph to discuss the British Antarctic Survey. I agreed to write to you setting out how the conclusions we reached would be implemented.

We agreed that there were valid strategic reasons for expanding the BAS so as to increase our presence in Antarctica and to ensure that we are in a strong position in the region by 1991 when the Antarctic Treaty may be reviewed. But you and Hermann Bondi persuaded me that an expansion of BAS could not command a sufficiently high priority in relation to other important and potentially successful areas of science for the ABRC or the NERC to allocate additional funds to the BAS on scientific judgement. You recognised, however, the need for the Government's control over public expenditure to be maintained.

To meet both these requirements, the Government will earmark £5 million annually for BAS by setting aside that sum from within whatever provision is made for science in our cash plans.

I recognise that expansion of BAS on this scale will inevitably take time. I understand that for 1983-84 it may be necessary to earmark between £3 million and £5 million, dependent on the speed of build-up and the phasing of capital expenditure.

/I am sending

I am sending copies of this letter to Francis Pym, Keith Joseph, John Nott, Leon Brittan, Robert Armstrong and Hermann Bondi.

Yours sincerely
Margaret Thatcher

Sir Alec Merrison

CONFIDENTIAL

Sub



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10 DOWNING STREET

From the Private Secretary

9 August 1982

The Prime Minister has seen your Secretary of State's minute of 6 August about the British Antarctic Survey. She remains, however, clear that the conclusion of the meeting with Sir Alec Merrison and Sir Hermann Bondi was as set out in John Coles letter of 4 August and she has written accordingly (copy enclosed).

I am sending a copy of this letter to Francis Richards (Foreign and Commonwealth Office), Richard Mottram (Ministry of Defence), John Gieve (HM Treasury) and Richard Hatfield (Cabinet Office).

T. FLESHER

Mrs. Imogen Wilde,
Department of Education and Science.

CONFIDENTIAL

I have no doubt whatsoever about what was intended. I should never have agreed to the D.C.S. interpretation of the Prime Minister's A draft reflecting your understanding to be attached for your signature

PRIME MINISTER

I have seen your Private Secretary's letter of 4 August to mine. As requested, I am attaching a revised draft of a letter for you to send Alec Merrison. This reflects the conclusion of the meeting on 12 July as set out in your Private Secretary's letter.

I wish, however, that I shared your recollection of the conclusion of the meeting. My memory is that you reluctantly accepted that £5m should be added for BAS to whatever vote for the Science Budget might be agreed by Ministers. Moreover this corresponds with the conclusion of OD that, if you were unable to persuade Alec Merrison and Hermann Bondi to re-order their scientific priorities, then the additional money for BAS would need to be found out of contingency reserve.

Yes - but, it was clear that no such £5m was known and we could take the D.C.S. requirement into account in the calculation.

I am certainly clear - as my Private Secretary said in her letter of 22 July to yours - that Alec Merrison and Hermann Bondi came away from the meeting with an understanding that the £5m would be an addition to the Science Budget as indicated above. To earmark the money within the Science Budget would, I believe, run a serious risk of souring relations between the Government and the Advisory Board for the Research Councils, who would see the requirement to earmark £5m for BAS as reneging on a virtual commitment. I am sorry to put this in such stark terms but I believe that that is how the matter would be viewed.

I am copying this minute to Francis Pym, John Nott, Leon Brittan and Sir Robert Armstrong.

KJ

6 August 1982

BRITISH ANTARCTIC SURVEY AND ANTARCTICA

1. British Antarctic Survey (BAS) is a government-funded Research Institute financed by the Natural Environment Research Council through the science vote of the Department of Education and Science. Its headquarters are in Cambridge. It conducts scientific research in atmospheric sciences (including meteorology and climatology), earth sciences (geology, geophysics and glaciology) and life sciences (marine and terrestrial biology) in Antarctica. Its expenditure in 1981 was about £6 million, of which £5.6 million came from the science vote. BAS currently employs 322 staff, of whom about half work in Antarctica in the summer. 82 staff are spending this Antarctic winter there. It maintains five scientific stations in British Antarctic territory at Rothera, Faraday, Fossil Bluff, Halley and Signy, and one on South Georgia (outside the Antarctic Treaty Area). The BAS deploys two research ships, RRS Bransfield and RRS John Biscoe, to provide logistic support for the bases and to conduct scientific research at sea. Additional logistical support is also provided by HMS Endurance, whose helicopters are of particular assistance.

2. BAS activities in Antarctica have a political as well as a scientific importance. Both Argentina and Chile maintain claims to territorial sovereignty in Antarctica which overlap with parts of British Antarctic Territory. The BAS presence therefore provides tangible evidence of our continuing commitment in Antarctica. A withdrawal or weakening of that presence would be seen as a lessening of our claim to sovereignty.

3. Our objectives in Antarctica may be defined as:

b) Strategic

to deny its use to the Russians for military or other purposes inimical to our interests and to maintain the Antarctic Treaty which limits the use of the area to peaceful purposes;

/b)

CONFIDENTIAL

- b) Territorial
to protect our sovereignty;
- c) Economic
to secure the largest possible share of any benefits from the development of hydro-carbons and minerals in the area;
- d) Scientific
to study and protect the environment.

4. The size of Argentine activity in Antarctica is prolific. They were the first country permanently to occupy a part of Antarctica when in 1904 they took over a British station on Laurie Island. They currently maintain 15 bases in Antarctica of which 8 are in constant operation. 154 personnel spent the last winter in Antarctica. (The largest contingent of any country except the Soviet Union). They have recently invested large sums of money in Antarctica including the purchase of a powerful ice breaker costing £50 million. The majority of Argentine personnel in Antarctica are military. Their presence is highly visible though the scientific value of their work is questionable.

5. Since 1961 we have believed that the provisions of the Antarctic Treaty, which prohibits new territorial claims and froze disputes about existing claims, sufficiently protected our interests by putting the sovereignty dispute on ice and safeguarding against a military solution to the problem. The Argentine invasion of the Falkland Islands and of South Georgia required us to look again at this assumption. The extent of Argentina's sectoral claim in ^{Antarctica} ~~Argentina~~ is based in part on their assumption of sovereignty over the Falkland Islands and the Dependencies. The retention by Britain of both the Falkland Islands and the Dependencies is important to us logistically as a gateway to Antarctica and as a buffer to the Argentine claim. We have endeavoured to ensure that the conflict over the Falkland Islands does not spread to Antarctica and that the issues are kept separate in accordance with the provisions of the Antarctic Treaty. This

!is ..

CONFIDENTIAL

is particularly important to us in safeguarding our interests in mineral resources. A meeting of Antarctic Treaty consultative partners (which includes the UK, Argentina, Chile) takes place in Wellington later this month to begin negotiations on the establishment of Antarctic minerals regime.

6. A paper on Britain's interests in Antarctica and the future activities of BAS there has been prepared in the FCO and will be discussed inter-departmentally later this week for subsequent submission to Ministers. BAS will be participating in this and they have a copy of the draft paper. This looks at the political implications of BAS's activities in Antarctica rather than their scientific content: and considers the options for the future level of BAS activity.

FILE
CONFIDENTIAL



RH
Foreign Policy

✓ CST's office.

10 DOWNING STREET

From the Private Secretary

4 August, 1982

BRITISH ANTARCTIC SURVEY

The Prime Minister has seen your letter of 22 July and has also seen Terry Mathews' letter of the same date.

Mrs Thatcher has said that the conclusion of her meeting with your Secretary of State, Sir Hermann Bondi and Sir Alec Merrison on 12 July was that, whatever the science budget would have been, it should be reduced by £5m which would then be added back for the British Antarctic Survey.

The Prime Minister also agrees with the Chief Secretary that it would be wrong to commit the Government to annual indexation of the £5m earmarked for BAS.

I should be grateful if your Department could now agree with the Treasury a new draft of a letter for the Prime Minister to send to Sir Alec Merrison. It would be helpful if such a draft could reach us this week.

I am copying this letter to Francis Richards (FCO), David Omand (Ministry of Defence), John Kerr (HM Treasury) and Richard Hatfield (Cabinet Office).

A. J. COLES

Mrs I Wilde
Department of Education and Science

CONFIDENTIAL

CONFIDENTIAL

PRIME MINISTER

British Antarctic Survey

You will recall that Sir Hermann Bondi and Sir Alec Merrison, accompanied by Sir Keith Joseph, called on you on 12 July. The record is attached (Flag A).

The final paragraph of the record described Sir Hermann Bondi's suggestion that the Government should add £5 million to the science budget, making it clear that the £5 million was earmarked to BAS. You said that you would send a letter to Sir Alec Merrison covering this point.

The Department of Education and Science produced a draft on 22 July (Flag B).

The Chief Secretary has been resisting this. On 22 July (Flag C) he recalled the point made in OD that the right solution was for the Advisory Board for the Research Councils and the National Environment Research Council to re-order their scientific priorities, thereby enabling extra expenditure on BAS without any increase in public expenditure. Secondly, he considered that the extra provision for BAS should involve no addition to the cash plans shortly to be decided in the Survey.

The DES argued against this interpretation of the outcome of your meeting.

In his latest minute (Flag D) the Chief Secretary argues for two amendments to the draft proposed by Sir Keith Joseph:

- a. First, he believes it wrong to commit the Government to annual indexation of the extra £5 million earmarked for BAS. You made no commitment on this point at your meeting and I think that the Chief Secretary is right. Nor do I believe that the Department of Education can reasonably contest his view.

*This was not-
to be released.
We decided that
whatever the
outcome the
would have
been - it should
be released*

*by 10 which
would then be
added back
for O.P.I.*

(1)

Answer

CONFIDENTIAL

/b.

CONFIDENTIAL

- 2 -

b. Secondly, that the last 8 lines of paragraph 2 of Sir Keith Joseph's draft should be deleted. The DES wish this to be retained, arguing that it recognises that the science budget is already under pressure. Since the passage describes only what Merrison and Bondi said, I think it could stand.

If you agree that we should adopt one but not both of the Chief Secretary's amendments, you may care to sign the letter to Sir Alec Merrison attached. It makes it clear that the Government will earmark £5 million annually for BAS as an addition to the science budget.

A. J. C.

2 August 1982

CONFIDENTIAL



10 DOWNING STREET

THE PRIME MINISTER

I was grateful to you and Hermann Bondi for coming to see me the other evening with Keith Joseph to discuss the British Antarctic Survey.

We agreed that there were valid strategic reasons for expanding the BAS so as to increase our presence in Antarctica and to ensure that we are in a strong position in the region by 1991 when the Antarctic Treaty may be reviewed. You and Hermann Bondi considered, however, that on scientific grounds an expansion of BAS could not command a high priority in relation to other important and potentially successful areas of science; and that, in making decisions about the allocation of the Science Budget as a whole, and of NERC's share of it, the scientific rather than strategic judgements should take precedence. You also explained that the Science Budget, even on level funding, is already under pressure because of increased costs facing the Research Councils and because of the number of first-class scientific projects competing for science funds. Hermann Bondi made the point that, within NERC, the £1 million transferred to NERC in 1967 for the BAS had over the years been safeguarded against many attempts by other scientific interests to reduce it, and now stood at £5.6 million after allowing for indexation.

I agreed that the right solution would be for the Government to earmark £5 million annually for BAS as an addition to the Science Budget. I recognise that expansion of BAS on this scale will inevitably take time. I understand that the additional sums required in the

/first two years

first two years are still being discussed between FCO, DES and NERC, but are likely to be £1 million - £2½ million in 1982-83 and £4 million - £5 million in 1983-84, dependent on the speed of build up and the phasing of capital expenditure.

I am sending copies of this letter to Francis Pym, Keith Joseph, John Nott, Leon Brittan and Hermann Bondi.

Sir Alec Merrison, F.R.S., D.L.



PRIME MINISTER

BRITISH ANTARCTIC SURVEY

On front of file
I have seen the papers on this question and my private secretary wrote to yours on 22 July setting out my views. Since then Keith Joseph's private secretary has also written with a proposed draft letter for you to send to Sir Alec Merrison.

2. I recognise that at the meeting you had with Keith Joseph, Sir Alex Merrison and Sir Hermann Bondi it was agreed that "extra" money would be made available. However, Mrs Wilde's letter of 22 July also suggests that reductions in the remainder of the Science budget can now be ruled out. I believe it would be quite wrong for our decision on the BAS to be allowed to prejudice the forthcoming Public Expenditure Survey discussions of the Science budget itself.

3. Nor do I believe it need do so. I was not of course present at your meeting with Keith Joseph and the scientists concerned. But it seems to me from the record that Sir Hermann Bondi showed some recognition of the difficulties that face us when he proposed his formula of X + £5million. What is important for him and Sir Alex Merrison, is that the sum provided for the BAS is a Governmental and not a scientific decision. But this can be

satisfactorily achieved by the earmarking procedure. It does not require us to agree now that the remainder of science budget spending should be protected. Indeed while the scientists have a perfectly proper right to represent their views on scientific priorities, it is not for them to dictate what the spending levels must be within which those priorities are applied. If we conclude in the Survey that the science budget should be somewhat smaller, the total could still include an earmarked £5 million for the BAS.

4. I am also concerned at the proposal in the DES draft to "index" the sum of £5 million. I see no justification for indexing which would be quite contrary to the principles of cash planning

5. I should therefore like to propose that the DES draft letter be amended as follows:-

Para 2: delete "You also explained" to the end.

Para 3: last sentence: delete

6. The level of the Science Budget as a whole can then be left for decision in the Survey.

7. I am sending copies of this minute to Francis Pym, Keith Joseph, John Nott and Sir Robert Armstrong.

L.B.

CONFIDENTIAL



Treasury Chambers, Parliament Street, SW1P 3AG

A J Cole Esq
10 Downing Street
London SW1

22 July 1982

Dear John,

BRITISH ANTARCTIC SURVEY

The Chief Secretary has seen a copy of your letter of 13 July to Imogen Wilde and the attached record of the meeting the Prime Minister held on 12 July.

In OD Committee it was agreed that the right solution to this problem would be for the ABRC and NERC to reorder their scientific priorities so as to increase spending on the British Antarctic Survey (BAS). In this way the need to indicate the value the UK placed on the BAS could be met without any increase in public expenditure. This appears to be what Sir Hermann Bondi had in mind where your record refers to his formula for the Science Budget equalling $X + £5m$, with X unspecified.

Unfortunately the same paragraph also refers to Sir Hermann's suggestion that $£5m$ be added to the Science Budget. The Chief Secretary hopes this ambiguity can be cleared up and the Science Budget announced as consisting of $X + £5m$ for BAS but with no addition to the cash plans shortly to be decided in the Survey.

Copies of this letter go to the recipients of yours.

*Yours sincerely
Terry Mathews*

T F MATHEWS
Private Secretary

CONFIDENTIAL

22 JUL 1982

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CONFIDENTIAL

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CONFIDENTIAL



DEPARTMENT OF EDUCATION AND SCIENCE

ELIZABETH HOUSE, YORK ROAD, LONDON SE1 7PH

TELEPHONE 01-928 9222

FROM THE SECRETARY OF STATE

John Coles Esq
Private Secretary
10 Downing Street
LONDON
SW1

22 July 1982

Dear Mr Coles,

BRITISH ANTARCTIC SURVEY

... As requested in your letter to me of ~~13~~ July, I attach a suggested draft letter for the Prime Minister to send to Sir Alec Merrison.

The proposition in the draft letter is in line with the conclusions in the note accompanying your letter. The actual size of the Science Budget was necessarily left open but, in the light of the meeting, my Secretary of State is clear that the ABRC and NERC expect the £5m to be additional to a Science Budget at least at the level of the plans for science already announced. It follows that the extra cash required for BAS each year should be met as an agreed addition to the Department's programme; and that the case for additional cash for the Science Budget, to support activity and permit starts on new projects in areas of greater scientific priority (to which Sir Alec Merrison referred), is unaffected and remains to be pursued in the forthcoming Survey.

I am sending copies of this letter and enclosure to John Holmes, David Omand, John Kerr and David Wright.

Yours sincerely,
Imogen Wilde

MRS I WILDE
Private Secretary

CONFIDENTIAL

DRAFT LETTER FROM PRIME MINISTER TO SIR ALEC MERRISON, COPY TO SECRETARY OF STATE FOR EDUCATION AND SCIENCE, SECRETARY OF STATE FOR DEFENCE, SECRETARY OF STATE FOR FOREIGN AND COMMONWEALTH AFFAIRS, CHIEF SECRETARY, AND SIR HERMANN BONDI

I was grateful to you and Hermann Bondi for coming to see me the other evening with Keith Joseph to discuss the British Antarctic Survey. ~~[I agreed to write to you confirming the conclusions which we reached.]~~

2. We agreed that there were valid strategic reasons for expanding the BAS so as to increase our presence in Antarctica and to ensure that we are in a strong position in the region by 1991 when the Antarctic Treaty may be reviewed. You and Hermann Bondi ^{considered} ~~persuaded me~~ however, that ~~on~~ on scientific grounds, an expansion of BAS could not command a high priority in relation to other important and potentially successful areas of science; and that, in making decisions about the allocation of the Science Budget as a whole, and of NERC's share of it, the scientific rather than strategic judgements ^{should take precedence} ~~rightly take pride of place~~. You also explained that the Science Budget, even on level funding, is already under pressure because of increased costs facing the Research Councils and because of the number of first-class scientific projects competing for science funds. Hermann Bondi made the point that, within NERC, the £1 million transferred to NERC in 1967 for the BAS had over the years been safeguarded against many attempts by other scientific interests to reduce it, and now stood at £5.6 million after allowing for indexation.

3. I agreed that the right solution would be for the Government to earmark £5m annually for BAS as an addition to the Science Budget. I recognise that expansion of BAS on this scale will inevitably take time. I understand that the additional sums required in the first two years are still being discussed between FCO, DES and NERC, but are likely to be £1m-£2½m in 1982-83 and £4m-£5m in 1983-84, dependent on the speed of build up and the phasing of capital expenditure. ~~[Thereafter the sum would be £5m indexed annually.]~~

4. I am sending copies of this letter to Francis Pym, Keith Joseph, John Nott, Leon Brittan and Hermann Bondi.

Reference

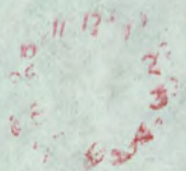
Sir Alec Merrison *FRS DL*
Vice-Chancellor
University of Bristol
Senate House
BRISTOL
BS8 1TH

CODE

18-78

SS 11/78

22 JUL 1982



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Foreign Policy

FILE

RM

RESTRICTED



10 DOWNING STREET

From the Private Secretary

19 July, 1982

ANTARCTIC RESOURCES POLICY CONFERENCE

Would you please refer to John Holmes' letter of 13 July. The Prime Minister was grateful for the advice contained in it and has signed a letter to Sir Vivian Fuchs along the lines of the draft which was enclosed.

Mrs Thatcher has asked whether we can offer Sir Vivian Fuchs help with transport, if, as seems to be the case, our own officials will also be going to the Conference.

~~1/4/1~~

Fco to Sir Vivian Fuchs

A. J. COLES

F Richards, Esq.,
Foreign and Commonwealth Office

RESTRICTED



FILE

JK

cc/fo

10 DOWNING STREET

THE PRIME MINISTER

19 July, 1982

Dear Sir Vivian,

Thank you for your letter about recent events in the South Atlantic and the invitation you have received from the Institute of International Studies of the University of Chile to a conference at a Chilean station in the Antarctic.

I am grateful for your kind remarks about our handling of the Falklands crisis. I particularly value such comments from you who for so long have been actively involved in the Falklands and the Antarctic. May I, for my part, say how impressed I have been with the manner in which British Antarctic Survey personnel, particularly in South Georgia, conducted themselves in some very difficult times. They did everything that could be expected of them.

I see no political objection to your acceptance of the Chilean invitation. I am sure it is in the country's interests that you should go. As you are well aware, we support the Antarctic Treaty system and the legal position on our sovereignty over British Antarctic Territory is satisfactorily protected by the provisions of the Treaty.

Yours sincerely
Margaret Thatcher

Sir Vivian Fuchs

RM



10 DOWNING STREET

Prime Minister

You may like to read the
attached F./C.O. advice before
signing this.

A. J. C. - $\frac{14}{7}$.

Can we offer any
help with transport
(e.g. to the Fieldhead or to
Chick) if our own
vehicles are dropped.
not



Foreign and Commonwealth Office

London SW1A 2AH

13 July 1982

*Type letter as amended.**A.C. 14/5.**Dea Idm,*Antarctic Resources Policy Conference

In your letter of 6 July you asked for advice and a draft reply from the Prime Minister to a letter from Sir Vivian Fuchs asking whether there were any political objections to his accepting an invitation to the conference being organised by the Institute of International Studies of the University of Chile at the Chilean station on King George Island in October.

Sir Vivian Fuchs was Director of the British Antarctic Survey up to 1974 and was leader of the Commonwealth Trans-Antarctic Expedition of 1955-58. Similar invitations have also been received by an FCO Legal Counsellor and the Head of our Polar Regions Section, both of whom have been associated with Antarctic work for many years; by the Director-General of Research of the Department of the Environment who is an Antarctic scientist in his own right; by the Deputy Director of the British Antarctic Survey; and by the Director of the Environmental Control Centre of BP. None of these has accepted his invitation pending advice from us. On this we have been awaiting the return of our delegation from the recent Antarctic minerals meeting in Wellington where they were able to consult the Chileans informally.

The Chileans have invited participants from all Consultative Parties to the Antarctic Treaty and they have told us that they have had acceptances from all countries except the Soviet Union. Some of these acceptances, including those by Argentina, Australia and the United States, have been from Government servants; others have been from academics.

The Chilean Antarctic station in question is in the part of the British Antarctic Territory which is also claimed by both Argentina and Chile. It might therefore seem inadvisable for officials to accept an invitation to a Chilean station on British territory. However, legal advice is that our position is fully protected by the Antarctic Treaty and, indeed, that it is not in our legal interests to cast any doubt on the degree of legal protection provided by the Treaty by invoking legal grounds for refusing the invitation to officials. The Treaty freezes sovereignty claims in the Treaty area: it provides for

/freedom



freedom of scientific activity irrespective of territorial claims: and provides that no activities carried out in the Treaty area can be used to support or deny claims to territorial sovereignty.

The conference itself, although of an ostensibly academic character, is dealing with a subject - Antarctic resources - which is of considerable political importance in the Antarctic context at the present time. It is to be attended inter alia by government servants engaged on Antarctic resource matters. It is in our Antarctic interests that our views about resources, particularly mineral development, in the Antarctic should not go by default.

Over the last few months we have sought to ensure that the Antarctic Treaty system of consultation, and the demilitarised nature of the Treaty area, should be maintained despite events in the Falklands and Dependencies. On this basis our delegation attended the Antarctic minerals negotiations in Wellington, in which the Argentines also participated. This has received some publicity but there is a public and Parliamentary awareness that what goes on in the Antarctic context is played according to special rules.

Against these arguments has to be put the possible objection from the anti-Chile lobby. On balance, however, we believe such criticism would not make much impact and could be relatively easily answered in terms of our positive interest in attending the conference, traditional Antarctic cooperation, the protection of our legal position under the Antarctic Treaty and the need to support the Treaty system. Moreover, for us to refuse the invitations to officials on what could only be seen as political grounds would be inconsistent with our need to do what we can, where we can, to keep our relations with Chile running reasonably smoothly.

Our view is therefore that all those invited, including officials, should be allowed to accept, and that in particular no political objection should be raised to acceptance by Sir Vivian Fuchs of his invitation.

I enclose a draft letter in that sense to Sir Vivian Fuchs.

Yours ever
J E Holmes

(J E Holmes)
Private Secretary

A J Coles Esq
10 Downing Street

DRAFT: ~~memo~~/letter/~~teletype~~/~~despatch~~/~~note~~

TYPE: Draft/Final 1+

FROM:
Prime Minister

Reference

DEPARTMENT: TEL. NO:

SECURITY CLASSIFICATION

TO:
Sir Vivian Fuchs FRS
55 Hans Place
LONDON SW1

Your Reference

- Top Secret
- Secret
- Confidential
- Restricted
- Unclassified

Copies to:

PRIVACY MARKING

SUBJECT:

.....In Confidence

Thank you for your letter about recent events in the South Atlantic and the invitation you have received from the Institute of International Studies of the University of Chile to a conference at a Chilean station in the Antarctic.

CAVEAT.....

I am grateful for your kind remarks about our handling of the Falklands crisis. I particularly value ^{your} ~~them~~ coming from such ^{you} ~~as~~ yourself who ~~has~~ for so long ^{been} actively involved in the Falklands and the Antarctic. May I, for my part, say how impressed I have been with the manner in which British Antarctic Survey ^{Survey} personnel, particularly in South Georgia, conducted themselves in some very difficult times. ~~Now~~ ^{you} left them in good hands and they did ^{everything} ~~at~~ that could be expected of them.

I am sure it is in the country's interest that you should go.

As ~~to~~ the Chilean invitation, ^I ~~would not wish to put~~ ^{see no political objection to you} any objection of a political nature in the way of your acceptance of the ^{at the Chilean invitation} invitation. ^{we} As you ~~will~~ ^{are} be well aware, we support the Antarctic Treaty system and ^{the} ~~our~~ legal position on our sovereignty ^{over} ~~to~~ British Antarctic Territory is satisfactorily protected ^{by} under the provisions of the Treaty.

Enclosures—flag(s).....

*14.
7*



JP
Foreign Policy

10 DOWNING STREET

From the Private Secretary

13 July, 1982

Dear Mrs. Wilde,

British Antarctic Survey

Your Secretary of State, accompanied by Sir Hermann Bondi and Sir Alec Merrison, called on the Prime Minister yesterday evening to discuss the future financing of the British Antarctic Survey. I enclose a record of the conversation.

I should be grateful if you could provide a draft of the letter, which is referred to at the end of the record, for the Prime Minister to send to Sir Alec Merrison.

I am copying this letter and enclosure to John Holmes (Foreign and Commonwealth Office), David Omand (Ministry of Defence), John Kerr (H.M. Treasury) and David Wright (Cabinet Office).

Yours sincerely

John Cole

Mrs. Imogen Wilde,
Department of Education and Science

CONFIDENTIAL

5

SUBJECT

CONFIDENTIAL

cc Master

NOTE OF A CALL ON THE PRIME MINISTER BY THE SECRETARY OF STATE FOR EDUCATION AND SCIENCE, THE CHAIRMAN OF THE NATURAL ENVIRONMENT RESEARCH COUNCIL AND THE CHAIRMAN OF THE ADVISORY BOARD FOR THE RESEARCH COUNCILS, AT 1830 HOURS ON MONDAY, 12 JULY, 1982, AT NO. 10 DOWNING STREET

The Prime Minister said that the value of the activities of the British Antarctic Survey had not been fully appreciated until the Falkland Islands crisis. She had discussed the work of the Survey with some of its principal scientists and she found it very impressive. We needed to ensure that we were in the strongest position in the Antarctic region when, in 1991, the possibility of modifying the Antarctic Treaty would first arise. The area was one of great strategic importance with extensive natural resources. In the past we had followed the policy of backing good scientists, for example in the field of nuclear physics. She believed that another £5 million should be found annually for BAS, from either the existing NERC budget or from within the total Science Budget. She did not wish to become personally involved in discussion of priorities which was for the bodies concerned.

Sir Hermann Bondi said that it was necessary to point out that some scientific work was very expensive and some was cheap. Arctic research was expensive - a great deal of expenditure was necessary on logistics before scientific activity could commence. In the field covered by the NERC, most scientific activity was relatively cheap. There was constant pressure to take money away from Antarctic research. It was argued that a much greater return could be obtained from the same amount of money if it was transferred elsewhere. He had resisted this pressure by referring to the 1967 Memorandum of Transfer. But the difficulties of maintaining the present provision for BAS, either in the NERC or in the ABRC should not be underestimated.

Sir Alec Merrison said that the Science Budget was declining in real terms. He did not object to "level funding" which was a good discipline. But he was loath to take resources

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/from

CONFIDENTIAL

-2-

some of the very important and potentially successful areas, such as remote sensing, information technology and medical research. Another form of pressure came from the big capital projects which had been started earlier and were now running at less than capacity owing to shortage of resources. On scientific grounds, we should, before increasing expenditure at BAS, support new projects in areas of greater scientific priority and provide more adequate support for existing projects.

The Prime Minister suggested that some of the priority areas of research could be undertaken by the United States. Then, we all knew that there were certain institutions which needed to be run down. We now needed an extra £5 million for expenditure on work which was of great importance to the country as a whole. One option would be to earmark a part of the Science Budget for strategic purposes, but she was loath to do that.

Sir Hermann Bondi said that however hard he tried, he would not be able to persuade those interested that the provision for BAS should be doubled. Nor would it be right to do so, given the rules by which the Science Budget operated.

The Prime Minister asked whether there was any contingency sum in the Science Budget. Sir Alec Merrison said that there was not. Indeed, the Treasury did not allow contingency provision. He added that he understood the strategic arguments which the Prime Minister was advancing. If the Prime Minister decided to take "strategic money" out of the Science Budget he could not object. The Prime Minister repeated that she did not wish to do this. There had to be some means of adjusting priorities to take account of changing circumstances. Sir Keith Joseph commented that both NERC and the ABRC had a difficult job in establishing priorities. Was the figure of £5 million the only one which we could contemplate? Sir Hermann Bondi said that more important than the actual sum would be the

/assurance

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-3-

assurance that it would continue for several years. His suggestion was that the Government should add £5 million to the Science Budget, making it clear that the £5 million was earmarked to BAS. The next Science Budget would then consist of X plus £5 million. Since the figure X was as yet unknown, the Government would retain control of total expenditure. Sir Alec Merrison thought that this approach would be acceptable.

It was agreed that the Department of Education and Science should draft a letter, probably from the Prime Minister to Sir Alec Merrison, covering this point.

The conversation ended at 1910 hours.

A. J. C.

13 July, 1982

CONFIDENTIAL

BRIEF FOR THE PRIME MINISTER'S MEETING WITH SIR ALEC MERRISON AND SIR HERMANN BONDI ON THE BRITISH ANTARCTIC SURVEY: MONDAY 12 JULY 1982

BACKGROUND

1. OD Committee has agreed* that the activities in Antarctica of the British Antarctic Survey (BAS) - a component body of the Natural Environment Research Council - should be increased. This will require additional funding. The purpose of the meeting is to discuss whether the additional funds should be found from within the existing Science Budget or whether they should be provided as an addition to the Science Budget, probably (in the current year) from the contingency reserve. The Prime Minister has said that she wishes to question Professor Sir Hermann Bondi, Chairman of the Natural Environment Research Council, and Sir Alec Merrison, Chairman of the Advisory Board for the Research Councils, about scientific priorities.
2. This brief sets out the arguments but stops short of recommending a line for the Prime Minister to take at the meeting.

ISSUES

3. NERC at present allocate to BAS about £5.6m a year. (This is equivalent in volume terms to the £1m transferred to the Science Budget from FCO when NERC took over the responsibility for BAS in 1967.) At the time of the transfer the then Secretary of State for Education and Science, with the agreement of his colleagues, stated in the Memorandum of Transfer:

"Ministers are aware that politically as well as scientifically judgements could be involved in longer term decisions about the future level of scientific activity in Antarctica, and accept that should a conflict arise leading to a decision by them on political grounds to maintain an effort exceeding that which NERC wish to support on scientific grounds, special consideration would need to be given to means of enabling NERC to carry out that decision, otherwise than at the expense of choices to which higher scientific priority is attached."

4. The fact that the BAS money was to some extent "earmarked" has enabled Chief Executives of NERC to resist successfully pressures from within the Council itself to reduce Antarctic research in favour of work in other fields of science. These pressures have been exerted many times; and from time to time within ABRC. Any

* OD(82)13th Minutes

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proposal to spend a higher proportion of the total Science Budget on BAS activity, whether at the expense of other NERC activities or of the activities of other Research Councils, would find even less favour with the scientists and industrialists who in ABRC and NERC advise at their respective levels on the optimum allocation of the Science Budget to different areas of science.

5. Amounts Involved. The Science Budget amounts in 1982-83 to £481.4m (of which £234.4m, or nearly half, is allocated to the Science and Engineering Research Council, the balance being divided between the other four Research Councils and two smaller bodies). The allocation to NERC is £57.5m. Commissioned research (mainly from the Departments of Industry, Energy, Environment and MAFF) and other receipts are expected to increase NERC's total income by a further £29.2m. The additional amount postulated by OD for increased BAS activities has not been precisely estimated but it could be of the order of £5m per annum.

THE CASE FOR RE-DISTRIBUTING THE EXISTING SCIENCE BUDGET

6. The case for redistribution of the Science Budget in BAS's favour is, in essence, that the United Kingdom has a high reputation for pioneering scientific work in Antarctica. This work is long standing and important; furthermore it is said to contribute to some extent to NERC's priority areas of work across NERC's whole field. ^{The contention is that} there should be little difficulty in switching funds from other areas of work funded by the Science Budget - if not from within NERC's field, then from somewhere in the total field covered by the Research Councils - into BAS.

THE CASE FOR AN ADDITION TO THE SCIENCE BUDGET

7. The ABRC's View. ABRC have recently been considering the recommendations that they will make to the Secretary of State for Education and Science about the allocation among the Research Councils (and also the Natural History Museum and the Royal Society) of the funds likely to be available in the Science Budget in 1983-84 and future years. The scientific priorities which the Board have had in mind have been: engineering and the further development of research in support of industry, developments in biology, with particular reference to biotechnology, remote sensing, information technology, the continued study of marine resources and new developments in neuroscience. To provide sufficient funds for these priority areas may involve, unless additional money is made available for science, a redistribution of resources between the Research Councils - more for one Council at the expense of the others. It is the view of ABRC that while they continue to support the present level of allocation made by NERC to BAS activities, they would not regard an extension of BAS activities as having a higher scientific

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priority than those which they have identified already. Furthermore the Science Budget as a whole is being squeezed through inadequate indexation.

8. The Social Science Research Council. It may well be that Ministers would particularly look to the SSRC as a possible source of additional money for BAS. Lord Rothschild's report on the SSRC (Cmnd 8554) has recommended that the SSRC's budget should remain at least at its 1982-83 level for a minimum of three years (that level is £20.9m or about 4% of the Science Budget). While recognising that the Government has yet to decide which if any of Lord Rothschild's recommendations to accept, the ABRC is likely to recommend to the Secretary of State for Education and Science an allocation for 1983-84 and later years in line with that recommendation (on the assumption that the SSRC will continue in being). Removing from the SSRC even half of the additional amount needed for increased BAS activities (see paragraph 5 above) would virtually spell the end of the SSRC as its funding would then be almost too low to enable it to continue as a viable organisation. Ministers have previously rejected "death by starvation" as a dishonest way of abolishing the SSKC.

9. NERC's view. NERC's activities, apart from BAS, cover the solid earth, the seas, inland waters, terrestrial environments and the atmosphere. On the basis of level funding (which is probably the best that can be assumed in view of the possible redistribution of resources within the Science Budget) NERC could only spend more money on BAS if they spent less money elsewhere. In a declining budget situation the problem would become worse. NERC regard all the following activities as being of higher scientific priority than increased funding for BAS:

- (i) continuation of the deep geology programme;
- (ii) NERC's continued involvement, in the International Phase of Ocean Drilling (IPOD), in the deep sea drilling projects;
- (iii) regional geological surveys;
- (iv) preparation for the new generation of oceanographic satellites and the development of ocean circulation modelling;
- (v) the advancement of marine life sciences with the development of strong inter-active links between the biological, physical and chemical sciences coupled with the application of modern methods of analysis and observation eg. satellite images;

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- (vi) the study of water quality as opposed to the previous concentration of quantity;
- (vii) new research in biotechnology relating to forestry and biomass production and the development of training and research within environmental biology;
- (viii) within the atmospheric sciences, climatology continues to be a high priority, particularly understanding climatic change.

Of the above list, only climatology ((viii)) is well served by the BAS's work - in particular by their work on glaciology and atmospheric. None of (i) - (vii) receive any significant contribution - and some receive no contribution at all - from BAS.

10. Commissioned research - a possible approach. The income which NERC (though not BAS) already receives through commissioning from Government Departments has been mentioned. A possible third source of money for increased BAS activities - other than by redistributing the existing Science Budget or taking money from the contingency fund - might be by persuading whichever Department(s) is/are perceived to be the main ultimate beneficiary from any applied research in Antarctica, or generally to benefit from a heightened visibility of the British presence in Antarctica, to commission work from BAS. That approach would enable OD's decision to be implemented, yet without any adverse effect either on the size of the Science Budget or on the contingency fund. The Department(s) concerned would however have to find the money from within their own Estimates provision year by year. Some possible benefits to be gained from Antarctica in the long term - leaving aside the constraints imposed by the Antarctic Treaty or by any extension or successor thereto post-1991 - include the harvesting of marine food resources eg. krill, the exploitation of such hydrocarbon and mineral resources as Antarctica may process, and the protection of the region from pollution and environmental degradation as a result of mineral exploitation. A commitment to carry out additional research directed towards those long-term goals would, provided that it could be funded from outside the Science Budget, be readily shouldered by NERC and BAS.

11. The identification of the relevant Department(s) to be BAS's "customer(s)" would however be a lengthy process. Another relevant point, particularly as regards environmental protection, is that the Antarctic Treaty signatories' Standing Committee on Antarctic Research's (SCAR's) Group of Specialists on Antarctic Environmental Implications of Possible Mineral Exploration and Exploitation (AEIMEE) has drawn up a list of important research topics and has

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distributed the list to National Antarctic Committees in order to assist in the identification of new scientific programmes.

CONCLUSION

12. If the Prime Minister is seeking an early solution, the choice seems to revert to being between a re-ordering of scientific priorities by NERC and/or ABRC, and finding the money, as an addition to the Science Budget, from the contingency fund:

(i) The arguments for re-ordering scientific priorities were aired in the recent OD meeting and are summarised in paragraph 6 above;

(ii) The arguments for an addition to the Science Budget are set out in paragraphs 7-9 above.

13. The Prime Minister will wish to listen to Sir Alec Merrison's and Sir Hermann Bondi's exposition of the case for finding the additional money for BAS from the contingency fund, or (if a less speedy resolution of the problem is acceptable) for seeking an appropriate Department or Departments which might be prepared to re-order their own programmes so as to commission the additional research from BAS; and to reach at least a preliminary view. She will no doubt wish to give further instructions to her colleagues in due course accordingly.

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~~CP~~
~~Thatcher~~

Key
despite the
classification, I think you
had better hang in to this

6 July 1982

7/7/82

9/7

Sir Vivian FUCHS

Chased FCO today
- bringing back 9/7

chased again
on 12/7
coming over.

Antarctic Resources Policy

I enclose a copy of a letter which the Prime Minister has received from Sir Vivian Fuchs who asks whether Mrs. Thatcher feels that there is any political reason why it could be embarrassing for him to attend the above conference which is being organised by the Institute of International Studies of the University of Chile at the Chilean Station on King George Island in October.

I should be grateful for advice and a draft reply for the Prime Minister's signature, if possible by the weekend.

JC

John Holmes Esq
Foreign and Commonwealth Office

SW

MFJ

6 July 1982

The Prime Minister has asked me to thank you for your letter of 6 July, to which she will reply as soon as possible.

JC

Sir Vivian Fuchs

FROM SIR VIVIAN FUCHS, F.R.S.
78 BARTON ROAD, CAMBRIDGE, CAMBS. CB3 9LH
TELEPHONE: 0223 59238

26

PLEASE REPLY TO:
55 HANS PLACE,
LONDON SW1
TELEPHONE: 01-584 6050

Dear Mrs Thatcher,

6th July 1982

May I first take this opportunity of congratulating you on the splendid outcome of the Falklands crisis, and to thank you for your very welcome firm stand on the moral issues, under what must at times have felt like insupportable pressures from so many well-meaning but uninformed directions. It is wonderful to see leadership in Britain again, and indeed heartening to watch our youngsters, so often under criticism, displaying exactly the same fine spirit as they always have done in every real crisis in our history. I have also been both thankful and impressed at your action in obtaining first-hand information about the Antarctic from those who have actually worked there for many years.

The other purpose of this letter is to tell you that I have received the enclosed invitation to attend a 'Conference on Antarctic Resources Policy' being organized by the Institute of International Studies of the University of Chile. This will make history for, sponsored by the Chilean Air Force, the University of Chile, the Chilean Ministry of Foreign Affairs, the Tinker Foundation and the Foundation of International Studies, it is to take place actually in Antarctica at the Chilean station on King George Island - one of the South Shetlands, thus within the Treaty area where (albeit rather warily) we are all very nice to each other!

As I no longer have official connections with any government department, and as this is a sensitive time in our relations with South America, I am writing to ask you personally whether you feel there is any political reason why it could be embarrassing for me to attend? Conversely, if it would be considered advantageous to the country for me to go, I will endeavour to do so. I know that several other people in Britain have also received invitations, and you may feel it better to leave the matter to those still actively employed by government or industry.

While I do not in any way ask for official sponsorship, I would be grateful for some indication as to the desirability of accepting or refusing. The fishing potential in Antarctic waters - particularly around South Georgia - has long been one of my great interests, and during the 26 years of my active Antarctic working life I tried very hard to persuade the home authorities to encourage our fishermen to take advantage of the enormous stocks which the Russians have subsequently exploited with such success - 240,000 tons of fish in one season around South Georgia alone!

May I end as I began, trying to thank you adequately for leading us through the whole unhappy Falklands situation, which has been building up for all the years I have been connected with the south, with such determined panache and flair. The country owes you a great debt, and we were fortunate to have you at the helm when, inevitably, the crunch finally came.

Yours sincerely

V.E. Finlay

INSTITUTO DE ESTUDIOS INTERNACIONALES

UNIVERSIDAD DE CHILE

CONDELL 249 - SANTIAGO DE CHILE - TELEFONOS 42940 - 259197

DIRECCION POSTAL: CASILLA 14187 - SUCURSAL 21, SANTIAGO

CABLES: INTERACADEMIC SANTIAGO

June 14, 1982

Sir Vivian Fuchs
British Antarctic Survey
Madingley Road
Cambridge CB3 0ET
United Kingdom.

Dear Sir:

The Institute of International Studies of the University of Chile is pleased to inform you that it is presently organizing a Conference on Antarctic Resources Policy, which will take place in Antarctica, October 6-9, 1982. This will be the first international conference to be held in the Antarctic continent and we hope it will constitute a landmark for furthering the cooperation among the countries participating in the development of Antarctica. Please find enclosed a preliminary information about this Conference. Please do note in particular the dates for arrivals and departures.

The Institute is pleased to invite you to participate in this Conference, and we are certain that its historical role in the development of knowledge about antarctic matters will mean a great contribution to the understanding and clarification of the many difficult issues involved in this subject. The Conference will bring together a distinguished group of government representatives, scholars and experts whose knowledge and expertise have been internationally recognized.

The meetings will be scheduled in such a way as to allow for the ample discussion of the subjects included in the and related matters. Your comments will be welcome in the course of these discussions.

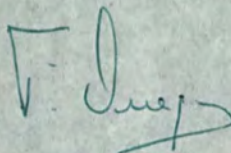
Unfortunately, the Institute is prevented from offering to take care of your travel expenses, and of local expenses in Santiago and Punta Arenas. However, the Institute, with the cooperation of the Chilean Air Force, will be happy to provide transportation from Santiago to Punta Arenas and Antarctica, as well as lodging and meals during the Conference.

./..

I will appreciate your reply at your earliest convenience.

Thanking you for your interest and cooperation, I remain,

Sincerely yours,

A handwritten signature in blue ink, appearing to read "F. Orrego Vicuña". The signature is stylized with a large initial "F" and a long, sweeping underline.

FRANCISCO ORREGO VICUÑA
DIRECTOR

INSTITUTE OF INTERNATIONAL STUDIES

OF THE UNIVERSITY OF CHILE

Conference on

ANTARCTIC RESOURCES POLICY

Antarctic Station Teniente Marsh

October 6 - 9, 1982

Organized by the Institute of International Studies
of the University of Chile

Sponsored by:

Chilean Air Force

University of Chile

Ministry of Foreign Affairs of Chile

The Tinker Foundation

Foundation for International Studies

INSTITUTE OF INTERNATIONAL STUDIES

UNIVERSITY OF CHILE

Conference on

ANTARCTIC RESOURCES POLICY

Antarctic Station Teniente Marsh

October 6 - 9, 1982

PRELIMINARY INFORMATION

1.- OBJECTIVES OF THE CONFERENCE:

The Institute of International Studies of the University of Chile has decided to convene a Conference on Antarctic Resources Policy, which will be the first international conference to be held in the Antarctic continent. The increasing importance that is being attached to the prospect of exploitation of the living and mineral resources of the continent in question, and the existence of complex options for the definition of their respective regulatory régimes, are two of the principal issues that have taken into account in convening this Conference.

The first problem which it is of interest to examine is that relating to the régime for the exploration and exploitation of the mineral resources of Antarctica, consideration of which has already begun by the Consultative Parties of the 1959 Treaty and by various public, private and academic institutions. The different approaches that might be taken by the régime for access to these resources, the terms that might govern their exploration and exploitation, the economic and environmental conditions in which these activities would have to be undertaken, the special problems represented by the potential exploitation of petroleum and the prospects of technological development will be some of the questions to be studied on this occasion.

Similarly, the problems that will have to be dealt with in relation to the appropriate implementation of the Convention on the Conservation of the Antarctic Marine Living Resources will be analysed both from the scientific and technological standpoint and from that of the institutional requirements involved. Special emphasis will be placed on conservation needs and on the participation of acceding countries and international organizations.

Thirdly, special attention will be devoted to some problems of a more general nature, but directly bearing on the characteristics of Antarctic co - operation and the options that must be taken into consideration in establishing the different régimes. Among these problems are those relating to the application of the Law of the Sea to the Antarctic continent, to the potential revision of the treaty, to the possible alternatives for co - operation and institutionalization and to the terms on which third countries or other interests might eventually participate.

The discussions of the Conference will be oriented towards the analysis of the policy problems involved in each issue, with special reference to the examination of possible options for the different régimes in process of application or creation. In this connexion, it will be presumed that the participants are familiar with the basic data on the status of scientific research in Antarctica, technological development and other factors of a similar kind. In any event, provision will be made for a introductory meeting devoted to a panoramic review of the existing and potential situation of living and mineral resources, of environmental and technological factors and of the Antarctic co - operation system.

In view of the importance of the subjects to be studied, it is hoped that the results of this first international meeting in the Antarctic continent may help to clarify alternatives and patterns for future co - operation in connexion with the development of the continent in question. To this end, all views relevant to the discussions of each topic will be welcomed, within the standards of academic competence and experience required by the Institute for participation in its activities.

2.- AGENDA:

The proceedings of the Conference will be organized around the discussion of the following general topics. The specific programme of agenda items, papers and authors will be issued in due course.

a) Panorama of Antarctic resources and co - operation: present status and development prospects.

The living resources of Antarctica: a scientific overview.

The mineral resources of Antarctica: progress in their identification.

Environmental factors in the development of Antarctica.

Prospects and limitations of Polar technology.

Co - operation in the Antarctic: a quarter of a century's experience.

b) Alternative régimes for the exploration and exploitation of the mineral resources of Antarctica.

Criteria for access to the resources of Antarctica: alternatives, procedures and experience applicable.

Basic conditions for the exploration and exploitation of mineral resources: options and precedents.

Economic criteria by which exploitation should be guided: alternatives and limitations.

Petroleum as a special resource: peculiar requirements and experience.

c) Régimes applicable to the living resources of Antarctica.

The implementation of the Convention on Conservation of the Antarctic Marine Living Resources: needs and problems.

The institutional framework of the Canberra Convention, with particular reference to the participation of countries acceding to the Convention and of organizations of economic integration.

Evaluation of the Canberra Convention from the standpoint of resource conservation policy.

d) Prospects for co - operation in Antarctica.

Human settlements and presence in Antarctica: evolution, development, impact and future needs.

The application of the Law of the Sea to the Antarctic continent.

Antarctic interest in international relations.

Alternatives for co - operation and institutionalization in the Antarctic continent: outlook for the 1990's.

3.- ORGANIZING AND SPONSORING INSTITUTIONS:

The Conference is organized by the Institute of International Studies of the University of Chile, an academic institution which is concerned with higher education and research in the field of international relations, and which has long been actively engaged in the study of Antarctic problems, especially noteworthy being the International Symposium on "The Development of Antarctica", held in Punta Arenas in April 1977.

The Conference is sponsored by the Chilean Air Force, the University of Chile, the Ministry of Foreign Affairs of Chile, the Tinker Foundation and the Foundation for International Studies.

4.- PARTICIPANTS:

The Conference will invite high - level speakers on each of the topics indicated, the final list of whom will be issued in due course. Speakers, commentators and participants will be representative of those countries and institutions that have made an effective contribution to the development of the Antarctic continent and whose experience in this field is internationally recognized.

Participation in the Conference will require an express invitation of the organizing institution.

Mat: Environment Record
Level.



fpd

10 DOWNING STREET

Caroline

JOHN

The Prime Minister would

Bondi

like to see Sir Hermann Bondi
(NERC) and Sir Alec Morrison
(ABRC), together with Sir Keith
Topey to discuss financial
provision for future British
Antarctic Survey activities. Could
you please arrange?

2. The DES should be asked
to provide a brief. I will attend.

Kalm

A.I.C. 30/1.

arranged for
Monday 12 July
Bye-bye on
90.



CONFIDENTIAL

PRIME MINISTER

BRITISH POLICY IN THE ANTARCTIC: BRITISH ANTARCTIC SURVEY ACTIVITIES

I have seen the Foreign and Commonwealth Secretary's memorandum dated 17 June about the future level of our activities in Antarctica.

In the light of events in the Falklands I believe it is right to review our policy particularly as at present we would, without recourse to additional funds, be running down the level of our presence. It would I believe be wholly incompatible with our aim of revitalising the Falklands if we were to permit this to happen and I would regard the possible loss of the station at Grytviken as particularly unacceptable at the present time. We could not discount the possibility that the Argentines would misconstrue our intentions.

While we cannot be sure what economic benefits might ultimately accrue to us from our presence and claim to sovereignty in Antarctica, I believe the political and strategic issues at stake, quite apart from any scientific gains which there might be, justify the adoption of Option (c).

I am copying this to other members of OD and Sir Robert Armstrong.

LORD COCKFIELD

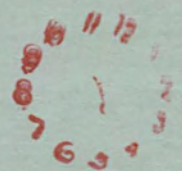
Department of Trade

29 June 1982



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29 JUN 1982



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Ref: B06546

PRIME MINISTER

c Sir Robert Armstrong

British Antarctic Survey
OD(82) 56

BACKGROUND

The Foreign and Commonwealth Secretary proposes an increase in the level of the activities of the British Antarctic Survey (BAS) to demonstrate our continuing close interest in Antarctica in the wake of the Argentine invasion of the Falkland Islands and South Georgia, at a cost of an extra £4 to £5 million a year to be found from the Contingency Reserve in the current year and from a new allocation of funds in future years. The Chancellor of the Exchequer's view (his minute to the Foreign and Commonwealth Secretary of 25th June) is that the current year's costs should if possible be absorbed within the scope of programmes already agreed.

2. The BAS is maintained and funded by the National Environment Research Council (NERC). Much of the British Antarctic Territory is claimed by Argentina, and there is also an overlapping Chilean claim. Our title to the British Antarctic Territory is separate from our title to the Falkland Islands and Dependencies. The paper claims that cash limits have already forced BAS to -

- a. plan to cut the staff at Grytviken in South Georgia (not of course part of the Antarctic Treaty area) from 20 to 8;
- b. consider the closure of Faraday Base, thus reducing the number of BAS Antarctic bases to 3;
- c. cut out, probably, one of the two support ships, leading possibly to BAS withdrawing from Antarctica.

A middle course (option b.) would be to provide the extra funds, £0.5 million a year, needed to restore the previous level of BAS activities and avoid the planned cuts.

3. The Secretary of State for Education and Science and the Attorney General have been invited to attend.

HANDLING

4. You should invite the Foreign and Commonwealth Secretary to introduce the paper. Points to establish in the subsequent discussion are -

- a. Does the Committee agree that we should at least restore BAS activities to the levels previously maintained?
 - b. Does the Committee agree with the Foreign and Commonwealth Secretary that there is a strong political case for expanding the BAS? The Secretary of State for Education and Science should be asked if there is a good scientific case also.
5. In the light of the Committee's views on these points, you will wish to establish -

- a. Whether the necessary funds (either for the current year or in the future) can be found by savings elsewhere either in Foreign and Commonwealth Office Votes or by the NERC. The Foreign and Commonwealth Secretary and the Secretary of State for Education and Science should be asked to comment.

- b. If not, whether extra funds should be provided out of the Contingency Reserve for the current year and new money for future years. The views of the Chancellor of the Exchequer should be invited.

- c. Is the Chancellor of the Exchequer content that the extra funds should be accounted for on Department of Education and Science rather than Foreign and Commonwealth Office Votes, as proposed by the Foreign and Commonwealth Secretary?

CONCLUSION

6. Subject to the discussion, the Committee might be guided to the following conclusions.
 - i. There is a strong political case for increasing our presence in Antarctica by expanding the activities of the BAS.

ii. The question what additional funds should be found for this purpose in the current year from the Contingency Reserve should be discussed between the Foreign and Commonwealth Secretary and the Chief Secretary, Treasury.

iii. For 1983/84 and succeeding years, the Foreign and Commonwealth Secretary should be invited to bid in the Public Expenditure Survey for the additional funds required.

iv. Any additional funds agreed should be accounted for on Department of Education and Science rather than Foreign and Commonwealth Office Votes.

ADS Goodall
...

28th June 1982

A D S GOODALL



10 DOWNING STREET

Prime Minister

I understand that the Chancellor is likely to agree to this paper subject to:-

(a) the level of expenditure on BAS for this year being discussed between the F./C.O. and Treasury

(b) the F./C.O. making proper PESC provision next year.

2. Agree to paper, subject to views of other colleagues?

A. S. Loh ^{25.}/₆

I must talk to those who decide the allocation of research money - i.e. the Chairman of the Advisory Committee - of N.C.R.C



10 DOWNING STREET

Prime Minister

Your minute attached.

I understand that the right
 person to discuss this with would
 be Sir Herman Bondi. But
 you may wish to await the O.D.
 discussion next Wednesday
 before deciding whether to do this
 yourself.

A. J. C. $\frac{25}{6}$

Yes Mr



Treasury Chambers, Parliament Street, SW1P 3AG
01-233 3000

cc: CST
FST
EST
MST(C)
MST(R)
Sir D Wass
Sir K Couzens
Sir A Rawlinson
Mr Littler
Mr Barratt
Mr Carey
Mr Hawtin
Miss Kelley
Mr Faulkner
Mr Kelly
Mr Slater
Mr McIntyre
Mr Ridley
Mr Harris
Mr French

25 June 1982

FOREIGN SECRETARY

OD(82)56 : BRITISH POLICY IN THE ANTARCTIC

I have seen your memorandum of 17 June proposing a virtual doubling of the grant to the British Antarctic Survey in future years. For 1983/83 onwards, your "bid" for these additional funds should be submitted with any other analagous bids in the autumn PES exercise in the usual way.

2. As to this year, you do not say how much additional money (if any) would be required. In any event, I understand that it is likely to fall well short of that proposed for future years. If so, it is of course important that it should if possible be absorbed within the scope of agreed programmes.

3. A further point which our officials will need to explore is the accounting issue raised in paragraph 7 of your memorandum.

4. I am copying this minute to the Prime Minister and other members of OD, and also to Sir Keith Joseph, and Sir Robert Armstrong.

A handwritten signature in dark ink, appearing to be 'G.H.' with a stylized flourish.

G.H.

25 June 1982

CONFIDENTIAL

NOTE / The FCO assure me that this paper was prepared in consultation with the BAs and takes account of their interests. NPA.

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OD(82) 51

4 June 1982

COPY NO 2

Prime Minister

Ministers have raised no objections to these instructions for our delegation to the 4th Special Antarctic Treaty Consultative meeting, which really carry forward the objectives agreed by ministers in February. Ministers do not feel the

CABINET

DEFENCE AND OVERSEA POLICY COMMITTEE

Falklands conflict changes our objectives (see Annex C). Content to endorse this paper?

BRITISH POLICY IN THE ANTARCTIC : MINERALS

Memorandum, by the Secretary of State for Foreign and Commonwealth Affairs and the Secretary of State for Energy

Action

I hope this can be done in consultation with the B.A.S. if not - I should like to consider further

WM 9/6 FPA

WM 8/6



10 DOWNING STREET

From the Private Secretary

1 March 1982

British Policy in the Antarctic: Minérals

The Prime Minister has seen the memorandum of 24 February by the Foreign and Commonwealth Secretary and the Secretary of State for Energy on the above subject.

Subject to the views of the other Ministers to whom the memorandum was circulated, she is content that we should consult claimant partners in accordance with the objectives set out in Annex B of the memorandum.

I am sending copies of this letter to the Private Secretaries to the members of OD Committee, Julian West (Department of Energy), Imogen Wilde (Department of Education and Science), Jonathan Spencer (Department of Industry), David Edmonds (Department of the Environment) and David Wright (Cabinet Office).

A. J. COLES

John Holmes, Esq.,
Foreign and Commonwealth Office.

CONFIDENTIAL

RCR

*fg
Nms*

01 211 6402

The Rt Hon Lord Carrington KCMG MC
Secretary of State for Foreign
and Commonwealth Affairs
Foreign and Commonwealth Office
Downing Street
London SW1

22 June 1981

A. P. C.

BRITISH POLICY IN THE ANTARCTIC: MINERALS OD(81) 34

Thank you for letting me see a copy of your Memorandum OD(81)34 making recommendations on the remit for the UK delegation to the XIth Consultative Meeting of the Antarctic Treaty which is due to open in Buenos Aires on 23rd June.

As you will recall I have been very anxious to ensure that our approach to the development of a Minerals regime protected our interests in securing the lion's share of any benefits that might accrue from the discovery of hydrocarbons in those areas of the Antarctic territories to which we lay claim. I am satisfied that the approach recommended in your memorandum and examined at length in the attached annex is the right one for us to follow and I am happy to agree that our delegation in Buenos Aires should accept the draft Recommendation in its present form and enable negotiations to begin. I welcome also the clear indication in paragraph 19 of the Annex that, if pressure develops to modify the draft in ways which would effectively preclude our pursuing our objectives within those negotiations, our delegation will resist it - if necessary to the point of blocking a consensus on the Recommendation.

I am copying to Members of OD and to the Secretaries of State for Education and Science, Industry and the Environment.

Jan
Jan
2

1861 N.



Ref. A05108

MR ALEXANDER



to PM
Prime Minister
You may like to glance at the
summary raise mte.

(4)

PM

British Policy in the Antarctic - Minerals

In his memorandum (OD(81) 34) the Foreign and Commonwealth Secretary invites his OD colleagues' assent to the United Kingdom's participation in negotiations to set the ground rules for the exploitation of the Antarctic's mineral resources. No Minister is expected to disagree with Lord Carrington's analysis of United Kingdom objectives in the Antarctic, nor with his preferred method for pursuing those objectives. I do not think that the Prime Minister need object: provided that our delegation has firm instructions (as Lord Carrington proposes), participation on the basis proposed will not prejudice the United Kingdom position on points at issue in the negotiations themselves, and we remain free to block the negotiations if we cannot get our way in them.

2. Lord Carrington has confined himself, as he did in his earlier memorandum (OD(81) 9), to a request for endorsement of one initial negotiating line. The underlying difference of view between the Foreign and Commonwealth Office and the Department of Energy, described in my minute of 20 February (A04306), is no nearer resolution. The consultations with other claimant states, which Lord Carrington proposes undertaking after the forthcoming Buenos Aires meeting, should help to clarify the position. There is, incidentally, little likelihood of the United Nations Law of the Sea Conference reaching a conclusion for some time if at all, because of American doubts centring on the proposed International Seabed Authority.

RA

ROBERT ARMSTRONG

18 June 1981

CONFIDENTIAL

19 JUN 1981



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SECRETARY OF STATE FOR FOREIGN AFFAIRS
THAMES HOUSE SOUTH
MILLBANK LONDON W1A 2AL

01-211-6402

Rt Hon Lord Carrington PC KCMG MC
Secretary of State for Foreign Affairs
Foreign Office
Downing Street
London SW1A 2AL

24 February 1981

NRPA

And

See Para

BRITISH POLICY IN THE ANTARCTIC - MINERALS

I am content with the analysis in your Memorandum (OD(81)9) of 16 February and with the objectives that our delegation are to pursue at the first Buenos Aires meeting, (para 7 of your memorandum). I believe it important that our delegation should not derogate in the slightest way and even ad referendum from these objectives and I hope you will instruct them in this sense.

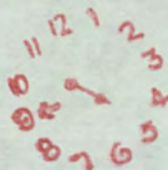
I am copying this letter to the Prime Minister and other members of OD, the Secretaries of State for Education and Science, Industry and Environment and Sir Robert Armstrong.

Yours etc

D A R HOWELL

David

24 FEB 1981





Secretary of State for Industry

Foreign Office 5

DEPARTMENT OF INDUSTRY
ASHDOWN HOUSE
123 VICTORIA STREET
LONDON SW1E 6RB
TELEPHONE DIRECT LINE 01-212 3301
SWITCHBOARD 01-212 7676

23 February 1981

Rt Hon Lord Carrington PC KCMG MC MP
Secretary of State for Foreign and
Commonwealth Affairs
Foreign and Commonwealth Office
Downing Street
London SW1A

Dear Peter.

ANTARCTICA

I have read your Memorandum of 16 February to OD Committee about British policy in the Antarctica. This Department has a substantial interest in a minerals regime in the Antarctic because of the impact it could have on the long-term supply of non-energy minerals.

- 2 I am in general content with the line you propose the UK delegation should take at the forthcoming meeting in Buenos Aires. This is an important stage in the negotiations for a minerals regime and we must do our best to maximise the benefits to the UK. It is particularly important that the UK has power over the acquisition of minerals produced in British Antarctic Territory.
- 3 There is a strong possibility that there are economic deposits of minerals such as molybdenum, lead, zinc and in particular copper in the Antarctic. At present mineral development of the Antarctic is not possible, either from an economic or technical viewpoint, but by the next century the situation could have changed dramatically.
- 4 I am copying this letter to members of OD and to the Secretaries of State for Energy, Education and Science, and Environment and to Sir Robert Armstrong.

Learn.

Kerr

-op(81)9

Paul

21 FEB 1981



CONFIDENTIAL



Feb 86

10 DOWNING STREET

From the Private Secretary

SIR ROBERT ARMSTRONG

BRITISH POLICY IN THE ANTARCTIC - MINERALS

The Prime Minister has seen and taken note of your minute to me of 20 February on this subject.

M. O'D. B. ALEXANDER

23 February 1981

CS

CONFIDENTIAL



CONFIDENTIAL

Prime Minister

①

MR. ALEXANDER

Yes.

For note. Agree line in para 7 of attached paper? Ph

British Policy in the Antarctic - Minerals

on MODRA's desk

The Foreign and Commonwealth Secretary has circulated a memorandum (OD(81) 9) explaining the line he proposes the British delegation should take at a meeting of Antarctic Treaty states opening on 23rd February in Buenos Aires. No Minister is expected to object to the line Lord Carrington proposes and there is no reason why the Prime Minister should do so either.

2. You should however be aware that there remains an underlying difference of view between the Foreign and Commonwealth Office and the Department of Energy. The Department of Energy consider that the energy and mineral potential of the Antarctic is such that we should press very strongly our rights stemming from our sovereignty over part of the continent. The Foreign and Commonwealth Office think that we should be unwise to go for more than can be achieved by a consensus among the states party to the Antarctic Treaty. Some of these, like ourselves, claim territory, while others, including the United States and Soviet Union who are most active in Antarctica, have no such claims. Our own claim is in any case disputed by Argentina and Chile. On the other hand, the mineral and seabed rights conferred by sovereignty are those most likely to provide defence against encroachment by the International Seabed Authority to be set up under the expected United Nations Law of the Sea Convention. The difference of approach is papered over in the tactical line agreed for next week's meeting, but may need to be discussed collectively at some stage, possibly prior to the next Antarctic Treaty consultative meeting in June.

(Robert Armstrong)

(Approved by Sir R Armstrong and signed on his behalf)

20th February 1981



Foreign Office

NRPA

Paul

FCS/80/175

SECRETARY OF STATE FOR ENERGY

British Policy in the Antarctic

1. Thank you for your letter of 5 December.
2. We are required under the Antarctic Treaty to consult on matters of common interest. But the present meeting in Washington is only a preliminary step in what is likely to be protracted consideration of a possible Antarctic minerals regime. We are committed to nothing at this stage; and the proposals in my memorandum of 1 December were designed to ensure that no options should be closed off.
3. I agree that this is a difficult issue. I would, however, wish our delegation to be able to participate usefully in the discussions in accordance with our interests and with our history of support for the Antarctic Treaty system. I propose therefore that they should continue to be guided generally by the considerations set out in my memorandum (including exploring the possibilities of a claimant states' arrangement): and that our officials should meet after the Washington meeting to work out an agreed line for the future.
4. I am copying this minute to other members of OD and to the Secretaries of State for Education and Science, Industry and Environment.

C

(CARRINGTON)

Foreign and Commonwealth Office
10 December 1980



CONFIDENTIAL

Foreign Pol.
Prime Minister 22

Ref. A03762

MR. ALEXANDER

mb

In
[Signature]

British Policy in the Antarctic
(OD(80) 72)

The Foreign and Commonwealth Secretary circulated a paper on this subject on 1st December to seek the agreement of his OD colleagues to the line which should be taken at an Antarctic Treaty meeting beginning in Washington on 8th December. The memorandum defines the broad British objectives in Antarctica and concludes that we should continue to pursue those objectives within the framework of the Antarctic Treaty although we should not at this stage exclude the option of seeking an exclusive accommodation with Argentina and Chile.

attached.

2. The only Department to have reacted strongly to this paper is the Department of Energy, largely because they do not feel that they have been adequately consulted in its preparation. The Secretary of State for Energy is likely to write to the Foreign and Commonwealth Secretary today (copied to the Prime Minister and other OD colleagues) proposing that the British position at next week's meeting in Washington should be entirely reserved, and that the Department of Energy should be represented in the British Delegation.

3. The Prime Minister is not recommended to intervene in this situation at this stage. To reserve our position at next week's meeting is tantamount to continuing to seek a solution within the Antarctic Treaty framework which is the Foreign and Commonwealth Secretary's preferred course of action. It is not yet clear to what extent there are real differences of view between the Foreign and Commonwealth Secretary and the Secretary of State for Energy, but if the matter cannot be cleared up between them in correspondence it may be necessary for the problem to be discussed in OD at a later date.

[Handwritten mark]

[Signature]
(D.J. Wright)

5th December, 1980

CONFIDENTIAL



SECRETARY OF STATE FOR ENERGY
THAMES HOUSE, SOUTH
MILLBANK, LONDON SW1P 4AG

01 211 6402

CONFIDENTIAL

Rt Hon Lord Carrington PC KCMG MC MP
Foreign Secretary
Downing Street
LONDON
SW1A 2AL

5 December 1980

Dear Peter

ANTARCTICA

OD (80) 72 - attached

I have carefully considered your Memorandum of 1 December to OD Committee about British policy in the Antarctic.

This is a difficult issue and I am concerned that the Memorandum does not explain the precise object of the meeting in Washington. I would therefore prefer not to form a view at this stage but to consider our policy in the light of the experience of our representatives at the Washington meeting, one of whom will, I hope, be from this Department.

Given the risks of prejudicing our claim to any Antarctic hydrocarbons I would like our representatives to be given a more restricted brief than that suggested in paragraph 10 of the FCO paper. Their mandate could be to listen without commitment to what others have to say about a possible Antarctic Treaty regime but to reserve our position completely, making it clear if necessary that we are not, by taking part in the meeting, accepting such an idea in principle. As a secondary task our representatives could sound the other claimants about their willingness to join with us in an appropriate arrangement for joint exploration of Antarctic resources for the benefit of the claimant states.

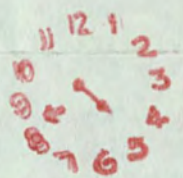
I am copying this letter to other members of OD and to the Secretaries of State for Education and Science, Industry and Environment.

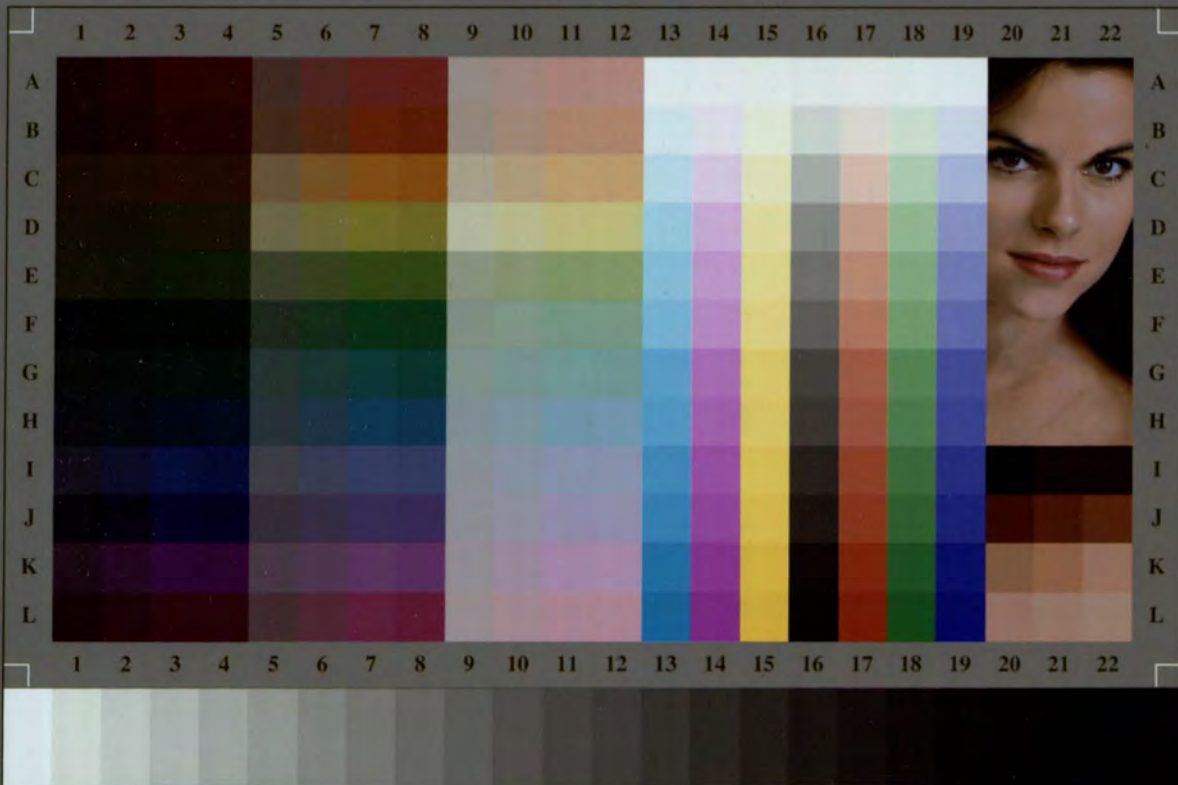
*Yours
Daw*

D A R HOWELL

CONFIDENTIAL

-5 DEC 1980





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