Treasure Act 1996: Code of Practice (3rd Revision)



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A Introduction

The primary aim of the Treasure Act 1996 (the Act) is to ensure that important and significant finds are preserved in museum collections for public benefit.

Users of this Code of Practice (the Code) should be aware that under the Act all finds which meet the definition of treasure belong to the Crown and not to the finder or the landowner (Section C).

The Treasure Act 1996 and the Code of Practice

- The aim of the Act, and the Code, is to support the preservation and protection of significant archaeological finds for the benefit of the nation. As such it is a fundamental part of the UK's statutory framework for heritage protection.
- 2. The Code is designed to help finders, Finds Liaison Officers, treasure process administrators, curators and anyone who interacts with the treasure process to understand the Act. It explains the practical application of the Act, including the roles and responsibilities involved. It also sets out how the Secretary of State will approach the exercise of their statutory functions under the Act.
- 3. The Code is a statutory document which the Secretary of State is required to prepare in accordance with section 11 of the Act. It has been agreed by both Houses of Parliament.
- 4. This third revision of the Code reflects the changing environment in which the Act operates. Firstly, the number of treasure cases has increased since the last revision of the Code and the administrative process has been updated to reflect this. Secondly, the Portable Antiquities Scheme in England and Wales has greatly expanded and taken on an important role in the operation and administration of the Act. Thirdly, in 2023, a new class of treasure, which takes account of the significance of a find, was introduced.
- 5. The legislation and the Code will continue to develop and adapt to the changing environment in which the Act operates but the first principle will always be that they support the increase of knowledge and awareness amongst the inhabitants of England, Wales and Northern Ireland of their local and national histories.

Key principles

- The Act commenced on 24 September 1997 while the provisions of the Treasure (Designation) Order 2002 (the Order) came into force on 1 January 2003. The Order was amended by the Treasure (Designation) (Amendment) Order 2023 (the 2023 Order) with effect from the date 4 months after the 2023 Order was made.
- 7. The provisions of the Act only apply to objects found on or after 24 September 1997. The Order only applies to objects that were found on or after 1 January 2003, and the amendments to the Order only apply to objects found on or after the date 4 months after the 2023 Order was made.
- 8. Users of this Code should be aware that under the Act all finds which meet the definition of treasure belong to the Crown and not to the finder or the landowner (see Section C).
- 9. Interested parties may be eligible for a reward, which is paid at the discretion of the Secretary of State (Section E.92-95). To support the aims of the Act, interested parties are invited not to pursue a reward so that the museum can acquire the find without funding a reward.
- 10. Finders and landowners should be clear that they are not selling finds to the acquiring museum and that rewards are not a matter of negotiation.
- 11. This Code contains examples of what may be covered by the definition of treasure and advice on how coroners may approach an inquest. It is important to emphasise, however, that coroners decide whether a find meets the definition of treasure, and decide how to conduct an inquest into treasure cases, depending on the facts and circumstances of each case. Where a finder is uncertain if a find is treasure they should report it.
- 12. Finders in England and Wales are encouraged to report all finds to the Portable Antiquities Scheme. In Northern Ireland all finds must be reported to National Museums NI.

Jurisdictional application

- 13. The Act extends and applies to England, Wales and Northern Ireland.

 Scotland has its own law of treasure trove. There are differences between the administration of treasure in each of the different countries, and these are explained in this Code.
- 14. In particular, Northern Ireland has its own specific <u>statutory requirements</u> with regard to the use of metal detectors and searching for artefacts. This legislation differs from that in England and Wales and references to metal

- detecting and archaeological excavations in this Code are not to be viewed as permitting any breach of the statutory requirements.¹
- 15. Previously there was a separate Code for Northern Ireland, but this revision applies to all three countries. This Code is available in a Welsh language version.

¹ Metal detectorists should be aware that in Northern Ireland any digging or excavation to search for archaeological objects requires a licence from the Department for Communities, through its Historic Environment Division (HED) under Article 41 of the Historic Monuments and Archaeological Objects (NI) Order 1995. Article 41 licences are generally only issued to archaeological professionals as part of valid archaeological projects that have been agreed in advance with the Historic Environment Division. For further information see the Historic Environment Division website.

B Definition of Treasure

The Treasure Act 1996 defines which objects are Treasure

Objects need to fall within at least one of the categories outlined in section 1 of the Act (including those designated in the Order), to be classed as treasure. In 2023, the definition of treasure was expanded to include objects that contain metal, are at least 200 years old and meet a specified threshold of historical, archaeological or cultural significance (Section B. 28-37).

These criteria apply to objects found anywhere in England, Wales and Northern Ireland, including in or on land, in buildings, in rivers and lakes and on the foreshore.² There are two exceptions which are explained below: objects that are from maritime wrecks (Section B. 40), and objects covered by the Church of England's legal jurisdiction (Section B. 41-46).

Objects that meet the definition of treasure in the Act and the Order will be treasure regardless of how they came to be in the place where they were found, in particular whether they were lost, buried, or abandoned.

If finders are in doubt about whether any object they have found is classed as treasure they should seek advice from relevant authorities, such as the local Finds Liaison Officer in England and Wales, National Museums NI in Northern Ireland or the Treasure Registry relevant to the area in which they made their find.

Single precious metal artefacts (not coins)

- 1. Any object that is not a coin, that is more than 300 years old when found, and has metallic content of which at least 10% by weight is precious metal (gold or silver), is treasure.
- 2. Objects that are gilded, silvered or plated would not normally be treasure unless they meet one of the other criteria for treasure.
- 3. Where an object is made up of distinct components, only one of which is precious metal, the components will normally be treated as individual, associated objects (Section B. 21-27). Therefore, if one component meets the criteria for treasure, then the combined object will be treasure. This will be considered on a case-by-case basis, and examples of such finds that coroners' have previously declared treasure include, but are not limited to, finds made partly of base metal³ or containing stones:

² That is the area between mean high water and mean low water on beaches and tidal river banks.

³ Base metal is defined as any metal other than gold and silver.

- a base metal strap-end with silver rivets;
- a gold mount with a gemstone;
- a gold cap over a base metal sword pommel.
- 4. Human remains that are part of a composite object which meets the conditions for treasure as a whole can be treasure. This could include relics mounted in metal or bones connected or pierced with a metal object.
- 5. A coin that has been converted, altered or otherwise modified so that it would no longer have been used as money (such as converted into a piece of jewellery) will be considered an object and will be treasure if it meets the age and material criteria. Such finds will be considered on a case-by-case basis taking into account the evidence of the date and purpose of the alteration made.
- 6. A single prehistoric object (up to and including the Iron Age), any part of which is precious metal, is treasure. This does not need to meet the 10% threshold required for non-prehistoric finds. See Section B. 8 below for a definition of prehistoric.

Prehistoric hoards and burial groups of gold, silver or other metal

- 7. Groups of at least 2 base metal prehistoric objects from the same find are treasure
- 8. Prehistoric objects are those that date up to, and including, the Iron Age. Where objects date to the transition between prehistoric and historic periods, two or more metal objects that are made in a recognisable Iron Age style or tradition will be treasure. Further objects, possibly of Roman style or of non-metal, yet part of the same find with two or more Iron Age artefacts will also be deemed treasure, as associated objects (Section B. 21-27).
- 9. The meaning of 'same find' is described in Section B.22-23.
- 10. Single prehistoric objects made from base metals are not treasure, unless they are found in direct association with objects which are treasure (Section B. 21-27), or fall within the significance-based class of treasure (Section B. 28-37).

Coins

11. Groups of at least two coins that are more than 300 years old, that contain more than 10% by weight precious metal (gold or silver), and are from the same find, are treasure.

- 12. Groups of at least 10 coins of any metal that are more than 300 years old and are from the same find are treasure. The meaning of 'same find' is described in Section B.22-23.
- 13. Groups of coins that contain a mix of coins from before and after the 300 year threshold will all be treasure provided at least two precious metal coins or ten base metal coins in the group are more than 300 years old.
- 14. Single coins made from precious metals (or other metals) are not treasure unless they have been modified so as to convert them from an item of currency into an object (Section B. 5); or they are found in association with objects that are treasure (Section B. 21-27); or they fall within the significance-based class of treasure (Section B. 28-37).
- 15. The term 'coin' is defined as including any metal token that was, or can reasonably be assumed to have been, used or intended for use as or instead of money. This definition only includes coins and tokens made after the introduction of the first coinage into this country during the Iron Age period and excludes objects made earlier such as iron currency bars or penannular rings (sometimes termed 'ring-money'). Jettons or reckoning counters are also excluded from this definition. These excluded objects could be treasure if they fall within the significance-based class.
- 16. Finders should be aware that a series of single coins that do not immediately appear to be connected could constitute a dispersed hoard, and therefore part of the same find, if found in the same field, for example (Section B. 23). In case of any doubt, finders should seek advice from the local Finds Liaison Officer or National Museums NI in Northern Ireland.

Objects that would have been Treasure Trove

- 17. The common law of treasure trove was abolished by the Act. Finds that do not meet the current definition of treasure, but would have met the definition of treasure trove (outlined in paragraph 18 below) will be treasure.
- 18. These will be finds that meet all of the following conditions:
 - are made substantially (more than 50%) of gold or silver;
 - have been deliberately hidden with the intention of recovery;
 - whose owners or their heirs are unknown.

There is no age limit for finds that are treasure under this definition

19. Examples of finds meeting this criteria include hoards of 19th or 20th century coins (such as sovereigns) or jewellery buried in the ground or hidden in a building.

20. Single coins will not qualify under this provision unless there is exceptionally strong evidence to show that they were hidden with the intention of recovery by the owner.

Associated objects from the same find

- 21. Any object of any material, that is part of the 'same find' as an object (or objects) found at the same time or earlier that falls within any category of treasure, is also treasure.
- 22. An object is part of the 'same find' as another object if they:
 - are found together in the same place, or
 - were left together, and are found in the same place at different times, or are found in different places having become separated before being found.

As such it applies to a discrete group of objects but not to a whole site assemblage which comprises more than one discrete group.

- 23. Objects which are not found together can be regarded as part of the 'same find' if they can reasonably be considered to have been together in the 'same place' at some point before being found (unless it is shown that they were not left together), such as hoards, purses, burials or votive deposits. This includes more recently dispersed scatters of objects which may be interpreted as having originally been buried together. This is considered by the coroner on a case-by-case basis on the strength of the evidence. The most compelling criteria when judging whether they are part of the 'same find' are that:
 - The artefacts were found as a group in direct association with each other, within the same closed archaeological deposit (or context), having been buried together at the same time;
 - they are broadly contemporary and could have been buried at the same time;
 - In the case of votive deposits, the 'same place' may include deposition in a well or sacred spring or within a temple precinct, or within a similar location judged to be of ritual purpose, perhaps over a period of time;
 - there are known precedents for the close association of the given artefact types;
 - the account of discovery suggests that they were found dispersed at shallower depths in ploughed soil within the same area of a single field;
 - follow-up excavation or investigation locates the original context.

- 24. Unworked natural objects are not treasure, even if found as part of the same find as an object which is treasure (Section B. 38-39). Semi-worked objects such as ingots, metal strips and casting jets will be regarded as artefacts which qualify as treasure, where evidence for their shaping and working are apparent.
- 25. Objects do not need to have been found by the same finder to be part of the same find.
- 26. However, an object which is not treasure when it is found, cannot become treasure later as a result of further objects being found which are part of the same find; for example, if a finder discovers a single precious metal coin which is not treasure, then subsequently discovers further precious metal coins which form part of the same find, the later discovered coins will qualify as treasure, but the original discovery will not be treasure. This applies regardless of whether the earlier find was made before or after the commencement of the Act.
- 27. It is the coroner's responsibility to determine whether an object constitutes part of the 'same find' as another, during an inquest. The coroner may take evidence from the finder, from the Finds Liaison Officer, a local archaeologist, museum curator or other suitable authority.

Significant objects

- 28. This class of treasure is designed to capture only those objects that, by virtue of factors such as their rarity, provide an exceptional insight into an aspect of national or regional history, archaeology or culture. The new class was introduced in 2023 and is referred to in this Code as the 'significance-based class of treasure'.
- 29. Any metal object or coin that is more than 200 years old, that does not meet any of the other classes of treasure described above, but which satisfies the test set out in Article 3(2) of the Order (as amended by the treasure (Designation)(Amendment) Order 2023) (the 'significance criteria'), is treasure.
- 30. As the age limit for the new class of treasure is 200 years or older, not 300 as applies to most other classes of treasure, finds of precious metals (ie. gold or silver) which are dated to between 200 and 300 years old can be considered treasure if they meet the significance criteria.
- 31. Single coins will be treasure where they meet the significance criteria.
- 32. An object will satisfy the significance criteria if it provides an exceptional insight into an aspect of national or regional history, archaeology or culture because of one of more of the following factors:

- It is a rare example of its type (Section B. 34);
- The location in which it was found (Section B. 35);
- Its connection with a particular person or event (Section B. 36).
- 33. An object which does not meet that test on its own may satisfy the significance criteria if it is part of the same find as one or more other objects, and the group of objects, when considered together, provides an exceptional insight by virtue of one or more of the factors set out above (Section B. 37).

34. A rare example of its type

An object may be considered to meet the definition if its rarity leads to information that provides an exceptional insight into an aspect of national or regional history, archaeology or culture. Objects could be rare but not provide such an insight and would therefore not be treasure.

There are a number of ways that an object may be considered rare, including:

- if it meaningfully expands the known UK corpus of examples of a particular object type, object form, art-style or evidence of manufacturing technique and provides an exceptional insight into them;
- if it has a high level of preservation or completeness in comparison with other known examples. For example, where a find is of a type that is not rare, but other known examples are in a poor or fragmentary condition, and the fact of its high level of preservation provides an exceptional insight into aspect of national or regional history, archaeology or culture;
- The rare or unusual way it was used, treated or modified during its use-life in the past means it provides an exceptional insight into an aspect of national or regional history, archaeology or culture.

35. Location of the find

An object may fall under this criteria if it provides an exceptional insight into the specific history or culture of a place due to the location in which it was found (whether by virtue of the specific location, the region, or the part of the UK - England, Wales or Northern Ireland - in which it was found). This may be because of the rarity of finds of a similar type (Section B. 34) in that location, region, or part of the UK.

36. Connected with a particular person or event

An object may satisfy the significance criteria where it can be closely associated with a particular person or event of historic importance and provides a significant insight into the understanding of that person or the event. There should be strong positive evidence of such an association; where the association is tenuous and the object does not contribute to a singular insight or

understanding of that person or event, the find will not normally be considered treasure.

37. Significant artefact groups or assemblages

Objects which on their own do not satisfy the significance criteria, but when considered in combination with other objects in the same find (such as base-metal hoards or grave assemblages) provide an exceptional insight of the type described above, will be treasure.

What is not Treasure

38. Naturally occurring objects

Unworked natural objects (such as fossils or minerals) are not treasure, even if they are found in association with objects that are treasure.

39. Human and animal remains

Unworked human and animal remains are not treasure even if they are found in association with objects that are treasure. Human and animal remains that are part of a composite object (ie. worked) which meets the conditions for treasure as a whole can be treasure (Section B. 3).

40. Wreck

An object is not treasure if it is "wreck" for the purposes of Part IX of the Merchant Shipping Act 1995, for instance, if it washed ashore from a sunken ship. If an object comes from a maritime vessel then it may be subject to the salvage regime that applies to wreck under the 1995 Act. By law the Receiver of Wreck must be notified of all property recovered following the loss of a vessel; and the salvor is entitled to a reward related to the value of the object either from the owner, if they can be identified or, failing that, from the Crown. The existing provisions of salvage law in relation to maritime wreck are not affected by the Treasure Act 1996.

The Treasure Act 1996 <u>does</u> apply to objects found below the low-tide mark, where there is evidence that they were originally deposited on dry land, such as where the coastal sea level has risen, unless there is evidence that they have come from a maritime wreck.

Church of England jurisdiction

41. As the established⁴ church in England, the Church of England has its own statutory rules for dealing with movable articles - the <u>Ecclesiastical Jurisdiction</u>

⁴ A church recognized by law as the official church of a state or nation and supported by civil authority.

- and Care of Churches Measure 2018, the Faculty Jurisdiction Rules 2015, the Care of Cathedrals Measure 2011 and the Care of Cathedrals Rules 2006.
- 42. Finds that are subject to these statutory rules have therefore been excluded from the definition of treasure for the purposes of the Act. This includes those found in or on land, such as consecrated burial grounds and churchyards, or in or under churches or other places of worship, which are subject to the Faculty Jurisdiction, or in or under cathedral churches or within their precincts.
- 43. The exemption only applies to finds made in connection with Church of England churches, including cathedral churches, in England and the small number of Church of England churches in Wales that remained within the Church of England when the Church in Wales was disestablished.⁵ Further guidance is available from the Church Buildings Council
- 44. The Church of England has agreed that all significant finds should be reported to the <u>Historic Environment Record</u> and/or the <u>Portable Antiquities Scheme</u> and recorded. It has also agreed that on the rare occasions where a find that would have been treasure is offered for sale it should be offered to the national, regional or local museum first.
- 45. Guidance on moveable objects generally is available for parochial church councils and Cathedral authorities from the Church Buildings Council and from the Cathedral Fabric Commission for England. If you are uncertain under which process a find falls under, advice is available from your regional Treasure Registry, Finds Liaison Officer, or DCMS at treasure@dcms.gov.uk.
- 46. Finds connected with other Churches and faiths will still fall under the treasure process. Where appropriate, these finds will generally be offered to accredited museums connected with the faith.

Secretary of State's power to designate and exempt classes of Treasure

47. Section 2 of the Act gives the Secretary of State the power to designate classes of objects as included within, or removed from, the definition of treasure by statutory instrument. This power has been exercised by way of the Treasure (Designation) Order 2002, as amended by the Treasure (Designation) (Amendment) Order 2023.

⁵ The Church in Wales, The Church of Ireland and other faiths are not established churches and so do not have similar statutory processes.

C Ownership of Treasure

Treasure is owned by the Crown.

The only exceptions to this are finds discovered in an area, such as the City of London, where the Crown has appointed a franchisee, or where the original owner or their heirs are known.

Franchisees

- 48. The principal bodies that are franchisees of treasure have confirmed that without prejudice to their right to treasure trove, will follow the provisions of the Act and its Codes of Practice. These franchisees are:
 - The Duchy of Lancaster;
 - The Duchy of Cornwall;
 - The Mayor and Commonalty and Citizens of the City of London known as the City of London Corporation;
 - The City of Bristol.

Finds made in these areas should be reported in the usual way (Section E. 16).

Original owners or their heirs

- 49. The rights of original owners or their heirs, where known, are fully protected. If a person believes they are the owner of or heir to an item of treasure they should write to the Department of Culture, Media and Sport at treasure@dcms.gov.uk outlining the basis of their claim.
- 50. A claimant must demonstrate they are the legitimate heir to the property, not merely that they are a descendant of a prior owner. When making a claim, the claimant should supply the following types of evidence:
 - Proof that the claimant is the original or current legal owner
 - Wills or bequests that demonstrate a claimant is the beneficiary of the personal property of any prior owners
 - Proof that personal property is devolved to the claimant by operation of intestacy laws
 - Any documents that prove historical ownership of relevant property.

D Responsibilities of finders and others

The Act requires anyone who finds an object that may be treasure to report it within 14 days following the instructions outlined in Section E.

Under the Act it is a criminal offence not to report a find of treasure; failure to do so is punishable by a maximum term of three months imprisonment or a fine (or both). Anyone in possession of unreported treasure may also be committing an offence under the Theft Act 1968 and could also be subject to the Proceeds of Crime Act 2002.

Legal obligations of finders

- 1. If a finder discovers an object that they believe may be treasure they must report it to the relevant authority (Section E. 16) within 14 days of either finding the object or having reasonable grounds for believing it is treasure.
- 2. The notice period is 14 days beginning the day after the find; or, if later, the day on which the finder first believes or has reason to believe the object is treasure.
- 3. If a finder discovers an object that they do not immediately believe to be treasure but learns subsequently that it may be treasure, then they should report it within 14 days of realising that it may be treasure.
- 4. Any person, other than the finder, who comes into possession of an object they believe to be treasure, but which they believe has not been reported, must report it following the process set out in Section E. 16. If anyone believes a possible item of treasure has deliberately not been reported, they should inform the police as a criminal matter.
- 5. Anyone in possession of unreported treasure, whether they are the finder or not (e.g. they are a dealer or collector), may be committing an offence under the Theft Act 1968 by remaining in possession of such a find.
- 6. A finder who authorises a third party to report the find on their behalf, should reassure themselves that this has been done, as the duty to report remains with the finder.
- 7. These duties also apply to anyone participating in metal detecting rallies⁶ fieldwalking or archaeological excavations or events. All organisers of such

⁶ In England and Wales, where there may be metal detecting rallies, details on how organisers should plan these events and support finders can be found on the Portable Antiquities Scheme's website. See Footnote 1 in relation to metal detecting in Northern Ireland

- events or excavations have a duty to ensure that the law is understood and followed by those participating, including that any treasure found is reported.
- 8. In the case of an event open to the public, organisers have a duty to support finders in fulfilling their legal obligations, including providing landowner details and contact information to the Finds Liaison Officer or the Treasure Registry staff gathering the Treasure receipt information.
- 9. Finders must comply with any instructions they receive from the coroner. Failure to do so may result in any reward being abated⁷ (Section E. 113).

If you find potential Treasure

As a member of the public

- 10. If you discover an item that may be treasure **you must contact the relevant body outlined in Section E.16 to report your find within 14 days** and should follow these steps:
 - Note information on where the find was made. Record this to at least a 10 metre square (equivalent to an 8-digit National Grid Reference). The findspot needs to be precise enough to determine on which side of any modern field boundaries the find was made. You may find it easier to use a suitable device to report the precise latitude and longitude or What3Words location:
 - Note how deep the find was, whether the findspot is on cultivated land or under grass, and whether anything else was found or noticed in the ground (such as metal objects, pottery fragments or building rubble) in the surrounding area at the time of the discovery or previously;
 - Make a visual record (photographs, video footage, sketch plans/drawings) if possible.
 - You should not attempt to clean or otherwise conserve the find yourself. Inappropriate cleaning may damage the object and reduce the archaeological and commercial value of finds. Any reward may be reduced where cleaning and consequent damage has occurred (Section E. 113). Further information on the care of finds can be found in Annex 1.
- 11. In **England and Wales** if you discover something below the plough soil, or a concentration of finds or unusual material, it is recommended to stop digging and seek archaeological assistance. The local Finds Liaison Officer is often the best point of contact in the first instance, though be aware that planning an

⁷ "Abate" in this context means the reduction of the initial share of a reward amount allocated to an interested party. Section E. 113 explains the circumstances in which a reward can be abated.

- excavation will take time to organise so finders may need to mark and secure the find-spot. Archaeologists should give the finder the opportunity to be actively involved in any future archaeological investigation of the site where the find was made, wherever practicable. The finder should be given full acknowledgement for their discovery in any publication of the find.
- 12. In **Northern Ireland** any digging or excavation to search for archaeological objects requires a licence from the Department for Communities, and objects found on such excavation, which the licenced archaeologist considers might be treasure, should be reported in accordance with the conditions of that licence. If you accidentally discover a concentration of finds or unusual material in other circumstances, you should stop digging immediately and report this to the Curator of Archaeology at National Museums NI who will liaise with the Department for Communities as appropriate.

During archaeological excavation

- 13. Those engaged in planned archaeological excavations should be aware that they need to report all discoveries of potential treasure to **the relevant body outlined in Section E.16 within 14 days.** The finder is not eligible for a reward in these circumstances (Section E. 94).
- 14. This includes finds that fall under the significance-based class of treasure. We anticipate that such items may only be recognised as potentially significant during post-excavation processes.
- 15. Should the Secretary of State be satisfied with the arrangements for the disposal of such objects in an archive, university or museum, and there is an agreement between the parties concerned, including the landowner, they can be disclaimed after reporting. This procedure is described in Section E. 75.
- 16. Those engaged in archaeological excavations are advised to come to an agreement between the interested parties regarding potential discoveries of treasure prior to excavation. This includes confirming whether the landowner would pursue a reward.
- 17. In **Northern Ireland** any digging or excavation to search for archaeological objects requires a licence from the Department for Communities, and objects found on such excavation, which the licenced archaeologist considers might be treasure, should be reported in accordance with the conditions of that licence.

When should a finder report treasure under the significance-based class of treasure?

- 18. The significance-based class of treasure (Section B. 28-37) covers certain exceptionally significant finds that do not meet the other criteria.
- 19. Finds should be reported under this category when the finder or other persons believe, or have reasonable grounds to believe, that the object may meet the criteria set out at Section B. 28-27. If a finder is unsure, they should report the object to receive advice.
- 20. Finders may have reasonable grounds to believe a find falls within the significance-based class of treasure if:
 - through their own knowledge or research they believe it to be important, or is of higher quality or an unusual type of object compared to the finds they usually make when searching for artefacts;⁸
 - another party, for example an Finds Liaison Officer, staff at a Treasure Registry, museum curator, or art and antiques dealer, advises them that a find is important or rare. While not all high value finds are significant (and not all significant finds are high value) if an antiquities dealer suggests that a find might be of high value this may indicate that the finder should should be satisfied that the find does not come under the significance-based definition (by seeking advice etc);
 - the find has similar characteristics to examples of previously declared treasure or examples found in the accompanying guidance.
- 21. The finder of any hoard, or group of artefacts (such as a suspected grave assemblage), should seek the advice of a Finds Liaison Officer, Treasure Registry Staff, or museum curator, as the context or combination of objects within the hoard may meet the relevant criteria.
- 22. If a finder is unwilling to report a find that someone else (such as an Finds Liaison Officer, Treasure Registry staff, archaeologist/museum curator, peers, or art and antiques dealers) believes is significant, they may be committing an offence under the Act.
- 23. Further guidance for curators, coroners and other users is available from the Treasure Registries at the British Museum, Amgueddfa Cymru Museum Wales and National Museums NI.

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⁸ In Northern Ireland any digging or excavation to search for archaeological objects requires a licence from the Department for Communities.

E The Treasure Process

This section outlines what happens from the moment an item of potential treasure is discovered until it is either acquired by a museum, disclaimed or determined not to meet the criteria for treasure.

All those involved in the process should ensure they read this section and understand their roles and responsibilities within the administration of the Treasure Act 1996.

Finders should read this section so that they have an understanding of the different stages and timescales involved, and also so that they are aware of what information they will be required to provide.

Finders are reminded that treasure belongs to the Crown (not the finder or the landowner). Rewards are paid at the discretion of the Secretary of State, and interested parties, though not entitled, may be eligible for a reward which they are invited not to pursue to support the aims of the Act.

Overview of the process

Who administers the Treasure Act?

- 1. The treasure process involves a number of individuals and organisations who have different responsibilities (see Annex 1).
- 2. The process is administered by three separate organisations, known as the **Treasure Registries**:
 - The British Museum (in England);
 - Amgueddfa Cymru Museum Wales (in Wales);
 - National Museums NI (in Northern Ireland).
- 3. In England and Wales a local Finds Liaison Officer, who is part of the Portable Antiquities Scheme, may also play a role in progressing individual cases.
- 4. Where a find is to be acquired by the British Museum, the Department for Culture, Media and Sport (DCMS) will administer the case.
- 5. There are, therefore, different procedures depending on which territory/jurisdiction you are in, which are detailed in Section E.16 below.
- 6. The Treasure Registries do not decide whether something is treasure, that is the decision of the coroner.

7. It is very important that all concerned aim to deal with their element of the process within the target timeframes outlined below to ensure cases are dealt with efficiently.

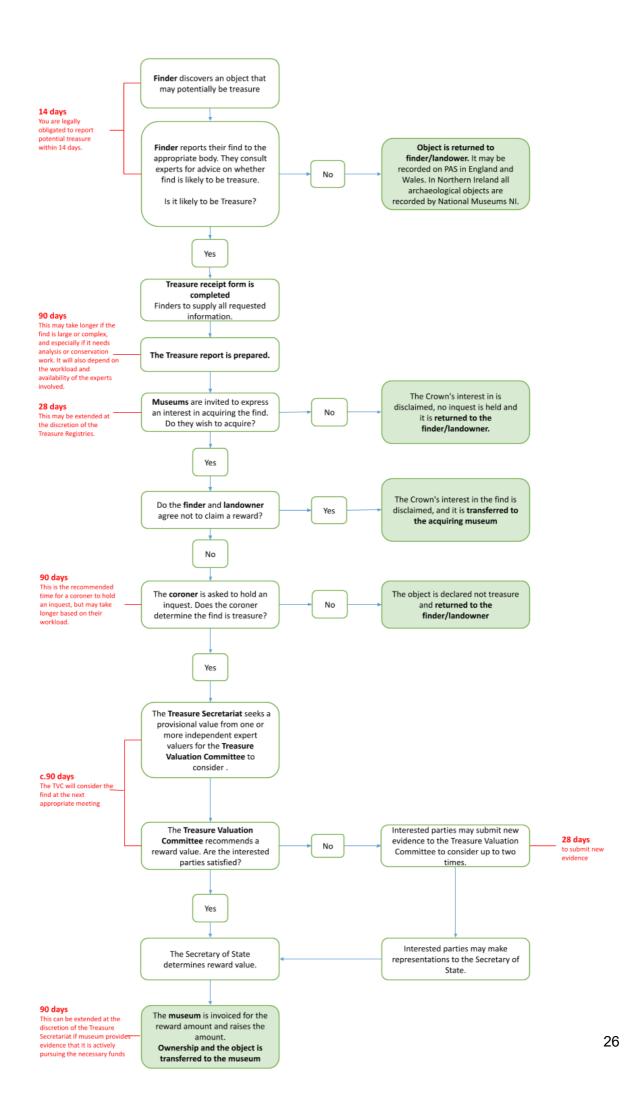
What is the treasure process?

- 8. There are a number of different stages a case goes through during the treasure process, and there are a number of different outcomes. This is explained in the diagram below.
- 9. A case that is going to be acquired by a museum goes through a seven-step process:
 - 1. a find is reported as treasure;
 - 2. a suitable expert or experts writes a report on the find for the coroner;
 - 3. a museum decides whether they would like to acquire the object[s] if the object is found to be treasure;
 - 4. the coroner holds an inquest to determine if a find is treasure;
 - 5. if the find is determined as treasure and a museum would like to acquire the object[s], a provisional valuation from one or more experts is sought for the Treasure Valuation Committee to consider;
 - 6. the Treasure Valuation Committee recommends whether a reward should be paid, the amount, and how it should be divide between the interested parties;
 - 7. the object[s] is transferred to the museum and the reward is paid.
- 10. An object may be disclaimed by the Crown at any stage in the process. These disclaimed finds are no longer subject to the treasure process and will be returned to finders and/or landowners (Section E. 65-77).

How long does a treasure case take?

- 11. The length of time it takes for a find to complete the treasure process depends on a number of factors. In general, a case that is acquired by a museum will take around 12 to 18 months. This is outlined in the diagram below.
- 12. This may be shorter if the find is disclaimed at any point during the process, or it might take longer if the find is particularly complex or there are disputes.
- 13. Due to the number of parties involved in processing cases, there may be delays that are beyond the control of the Treasure Registries, and this means they may not always be able to confirm how long it will be until a case is resolved.
- 14. The speed of the reporting process is dependent on the timely submission by the finder and landowner of all requested information, such as names, addresses and find spots. Delays in providing this information will affect the timeline for the rest of the reporting process.

- 15. The expected timeframes for each stage of the process are as follows (these are explained in more detail in the sections below):
 - under the Act a finder has 14 days to report a find as treasure to the local coroner. In practice the finder will report the find to the Finds Liaison Officer in England and Wales, or alternatively in Wales also to the Treasure Registry at Amgueddfa Cymru Museum Wales, and to the Curator of Archaeology at National Museums NI in Northern Ireland. The finder is responsible for providing the information to complete the appropriate form (called a Treasure Receipt) which is then sent to the coroner. This should be when the find is reported or deposited with the Finds Liaison Officer or Treasure Registry, whichever is sooner. Any delay in providing this information will result in a delay in the reporting and treasure process;
 - once the finder has provided the above and deposited the find with the Finds Liaison Officer or Treasure Registry, the Treasure Registry should identify a report writer who should aim to complete the Treasure Report within **90 days** of being commissioned;
 - a museum has **28 days** to decide whether to express an interest in acquiring a find after the report is complete;
 - the coroner will aim to hold an inquest within 90 days of receiving the report;
 - the Treasure Valuation Committee will consider the find at the next appropriate meeting;
 - the museum has 90 days to raise any reward money due (120 days if applying for external funding)
 - known reward recipients have **180 days** to provide their bank details.



Reporting and depositing finds

16. Once a finder has determined that they have made a discovery that may be treasure they must report it within 14 days (Section D). Please follow the relevant process for England, Wales or Northern Ireland outlined below.

Reporting and depositing finds in England

Notification and receipt

- 17. The British Museum's Portable Antiquities Scheme has local archaeologists known as Finds Liaison Officers employed with partner institutions around the country. A person who finds treasure should report their find to their local Finds Liaison Officer; doing so (and supplying all of the necessary contextual details) will mean that the finder has fulfilled their legal obligation under the Act.
- 18. The Finds Liaison Officer can advise on whether the find appears to meet the criteria for treasure. Where the Finds Liaison Officer agrees that the find potentially meets the definition of treasure, they will inform the British Museum's Treasure Registry, who will issue a treasure case number for the find.
- 19. The Finds Liaison Officer will then notify the coroner, supplying them with the necessary details of the find. This includes all of the information on the Treasure Receipt, specifically the name and contact information for the finder(s), landowner(s) and/or occupier(s) of the land, the date the find was made, and the precise findspot (Section D. 10). A delay in the finder providing these details will delay processing the case.
- 20. Should there be any difficulty in the finder reporting the find they should contact the Treasure Registry at Treasure@britishmuseum.org.
- 21. After being notified of a find of potential treasure, the coroner will contact the interested parties to acknowledge the find, and those parties should check that the reported details are accurate.

Deposit

22. Finders should deposit the find of potential treasure with the Finds Liaison Officer - or agreed alternative institution - as soon as is practicable. Until the find is deposited it is unlikely any report on the find can be written for the coroner.

⁹ The Finds Liaison Officer may also share this information with the Historic Environment Record.

23. Finders are reminded that, until the find is deposited, they have a common law duty of care as 'bailees'¹⁰ of the find and have further obligations in private law not to dispose of the object(s) and not to delegate responsibility for its care to another person, except as directed by the coroner.

Report for the coroner

- 24. The Finds Liaison Officer will prepare a report on the find, drawing on advice from suitable experts as necessary. The draft report, including images of the find, may be circulated to the relevant curator at the British Museum to allow the opportunity for their review prior to it being considered finalised.
- 25. The primary purpose of the report is to provide, in conjunction with information provided by the finder and landowner, expert evidence to the coroner for the purposes of determining the facts in the case, those being:
 - the identity of the finder/s;
 - the location of the find (Section D. 10);
 - the date the find was made;
 - a description of the find;
 - whether it meets the criteria for treasure under the terms of the 1996
 Act:
 - whether there is any relevant information about the circumstances of discovery and recovery.
- 26. A secondary purpose of the report is to aid the Treasure Valuation Committee in recommending a value for the find to the Secretary of State. The report is not intended to be an exhaustive piece of research on the object. Should either the coroner or the Treasure Valuation Committee seek further information from the report's author(s), they can request it.
- 27. Further advice on preparing reports in cases where the object is being reported under the significance-based class of treasure, can be obtained from the Treasure Registries.
- 28. The target time for completion of the report is 90 days from the time the Finds Liaison Officer has taken receipt of the object(s) and all necessary information has been provided. However, this will depend on the nature and quantity of the material.
- 29. In some cases, and in consultation with curators at the British Museum, the find will be transferred to the British Museum and the curator will take charge of producing this report this may well extend the time needed for report completion. This is likely to happen for complex cases or cases being reported under the significance-based class of treasure.

¹⁰ An individual who temporarily gains possession, but not ownership, of a good or other property

- 30. Finds may also be subject to scientific analysis, and may need micro-excavation (in the lab), cleaning or other procedures by specialist conservators to aid in identification, either locally (where there is a suitable resource) or at the British Museum. This may also add to the length of time for a report to be produced.
- 31. The information at **Annex 5** explains why some cases are submitted to the Department of Scientific Research at the British Museum and the types of work undertaken. The use of specific techniques to analyse items of treasure are decided by the Scientific Research team at the British Museum and requested through British Museum staff only.

Reporting and depositing finds in Wales

Notification and receipt

- 32. The treasure process is administered by Treasure Registry staff at Amgueddfa Cymru Museum Wales and supported by local archaeologists known as Finds Liaison Officers of the Portable Antiquities Scheme in Wales (PAS Cymru). A person who finds treasure can report their find to their local Finds Liaison Officer or to Treasure Registry staff in Wales (Treasure@museumwales.ac.uk); doing so (and supplying all of the necessary find, landowner and occupier details) will mean that the finder has fulfilled their legal obligation under the Treasure Act.
- 33. The PAS Cymru Finds Liaison Officer or Treasure Registry staff can advise on whether the find appears to meet the criteria for treasure. Where Treasure Registry staff at Amgueddfa Cymru Museum Wales agree that the find constitutes potential treasure, they will issue a Wales Treasure case number for the find.
- 34. They will then notify the coroner, 11 supplying them with the necessary details of the find. The necessary details include all of the information on the Treasure Receipt, specifically the name and contact information for the finder(s), landowner(s) and any other occupier(s) of the land, the date the find was made, and the precise findspot (Section D. 10). A delay in providing these details will cause delay in processing the case.
- 35. Should there be any difficulty in the finder reporting the find, they should contact the Treasure Registry at Amgueddfa Cymru Museum Wales on Treasure@museumwales.ac.uk.

¹¹ The interested parties and the relevant Welsh Archaeological Trust managing the Historic Environment Record will also be sent copies of the completed Treasure receipt.

36. After receiving the completed Treasure Receipt for a find of potential treasure, the coroner will contact the interested parties to acknowledge the find and those parties should check that the reported details are accurate.

Deposit

37. Finders should deposit the find of potential treasure with their nearest Finds Liaison Officer or with Treasure Registry staff at Amgueddfa Cymru - Museum Wales as soon as is practicable. Treasure finds first reported in England will be transferred to Wales (normally to the National Museum Cardiff). Until the find is deposited, the report on the find cannot be written for the coroner.

Report for the coroner

- 38. Treasure Registry staff at Amgueddfa Cymru Museum Wales will prepare a report on the find, drawing on additional sources of expertise as necessary. In cases reported under the significance-based class of treasure, staff at Amgueddfa Cymru Museum Wales will work jointly with PAS Cymru Finds Liaison Officers to prepare reports and will coordinate with the relevant museum to obtain a statement in support of acquisition.
- 39. The primary purpose of the report is to provide, in conjunction with information provided by the finder and landowner, expert evidence to the coroner for the purposes of determining the facts in the case, those being:
 - the identity of the finder/s;
 - the location of the find (Section D. 10);
 - the date the find was made;
 - a description of the find;
 - whether it meets the criteria for treasure under the terms of the 1996
 Act:
 - whether there is any relevant information about the circumstances of discovery and recovery.
- 40. A secondary purpose of the report is to aid the Treasure Valuation Committee in recommending a value for the find to the Secretary of State. Should either the coroner or the Treasure Valuation Committee seek further information from the report's author(s), they can request it.
- 41. Further advice on preparing reports where the object is being reported under the significance-based class of treasure can be obtained from the treasure registry.
- 42. The target time for completion of the report is 90 days from the time the Treasure Registry has taken receipt of the objects and all of the necessary information has been provided, though this will depend on the nature and quantity of the material.

- 43. For complex cases or cases being reported under the significance-based class of treasure, additional time may be required to complete the report.
- 44. Finds may also be subject to archaeological excavation, scientific analysis, and may need micro-excavation, cleaning or other procedures by specialist conservators at Amgueddfa Cymru Museum Wales to aid in identification. This will add to the length of time for a report to be produced.

Reporting and depositing finds in Northern Ireland

Notification and receipt

- 45. The treasure process is administered by Treasure Registry staff at National Museums NI in conjunction with the coroners Service for Northern Ireland and supported by Historic Environment Division (HED). Any person who finds an item or items which they believe might be treasure should report it directly to National Museums NI (who will pass details to the coroner) within 14 days from when they realised the object might be treasure; doing so (and supplying all of the necessary contextual details) will mean that the finder has fulfilled their legal obligation under the Treasure Act.
- 46. If a treasure find is made during the process of a licenced archaeological excavation it should be reported in the first instance to HED in accordance with the conditions of the licence.
- 47. Curatorial staff at National Museums NI can advise on whether the find appears to meet the criteria for treasure. Where staff at National Museums NI agree that the find constitutes potential treasure, they will issue a Northern Ireland Treasure case number for the find.
- 48. National Museums NI will then notify the coroner supplying them with the necessary details of the find. This will include: the name and contact information for the finder(s), landowner(s) and any other occupier(s) of the land; the date the find was made; and the precise location (Section D. 10). A delay in providing these details will delay processing of the case.
- 49. After receiving the completed Treasure Receipt for a find of potential treasure, the coroner will contact the interested parties to acknowledge the find and those parties should check that the reported details are accurate.
- 50. The coroner may also instruct National Museum NI to acquire a signed witness statement from the finder/s, landowner and/or occupier confirming the

¹² All 'archaeological objects' should be reported to National Museums NI under the Article 42 provisions of the Historic Monuments and Archaeological Objects (NI) Order 1995.

- details of discovery, landownership and whether permission was sought or given to be on the land.
- 51. The coroners may also request formal confirmation of ownership of the location of the findspot. In this case, the request will be made to National Museums NI and the search in the Land Registry or Registry of Deeds will be undertaken.

Deposit

52. As advised by the Curator of Archaeology at National Museums NI and by prior arrangement, finders should deposit the find believed to be treasure to National Museums NI as soon as is practicable. Where there is an unreasonable delay in depositing the find, the coroner may be asked to officially direct the finder to deposit it.

Report for the coroner

- 53. Curatorial staff at National Museums NI will commission or prepare internally a report on the find, drawing on additional sources of expertise as necessary.
- 54. The primary purpose of the report is to provide, in conjunction with information provided by the finder/s, landowner and/or occupier, expert evidence to the coroner for the purposes of determining the facts in the case, those being:
 - the identity of the finder/s;
 - the location of the find (Section D. 10);
 - the date the find was made;
 - a description of the find;
 - whether it meets the criteria for treasure under the terms of the 1996 Act;
 - whether there is any relevant information about the circumstances of discovery and recovery.
- 55. A secondary purpose of the report is to aid the Treasure Valuation Committee in recommending a value for the find to the Secretary of State. Should either the Coroner or the Treasure Valuation Committee seek further information from the report's author(s), they can request it.
- 56. Finds may also be subject to scientific analysis, site investigation, cleaning or other procedures by specialist conservators to aid in identification. This will add to the length of time for a report to be produced.
- 57. The target time for completion of most reports on single objects is three months from the time the find has been transferred to National Museums NI and after the completed Treasure receipt has been sent to the Coroner. For

complex and larger hoard cases, additional time may be required to complete the report.

Lost or damaged finds while under deposit in England, Wales and Northern Ireland

- 58. When a find is lost or damaged, once it has been deposited, it will be expected that the institution entrusted with its safekeeping (normally the host institution of a Finds Liaison Officer, or the relevant national museum) accepts liability.
- 59. The Secretary of State may make an *ex gratia* payment to the interested parties to whom a reward would have been paid. In that case the liable institution will be expected to fund the payment. If, after payment of such a reward, a lost item is located, the institution that has funded the reward will assume the title of the item.

Decision on the acquisition of Treasure

- 60. Once a report for the coroner on the find has been finalised museums will be invited to express an interest in acquiring the find. Normally these are museums in the area where the find was made, in addition to the relevant national museum, but occasionally other museums with a known collecting interest in the type of artefacts in question will be consulted.
- 61. Coroners should not hold an inquest until the relevant Treasure Registry has confirmed for them whether or not a museum is interested in acquiring a find.
- 62. When determining acquisition interest in the find, the following principles apply:
 - only accredited museums¹³ are able to acquire treasure. Museums
 working towards accreditation and non-accredited archaeological
 archives (in the case of finds from formal archaeological excavations)
 may be permitted to acquire treasure at the discretion of the relevant
 Treasure Registry;
 - museums will have 28 days to express an interest in a find. Although an
 expression of interest is not binding, museums should only do so if they
 have a serious intention to acquire the find. The relevant Treasure
 Registry will be able to use their discretion to allow museums additional

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¹³ Operated by the Arts Council England, Museums Galleries Scotland, Northern Ireland Museums Council and the Welsh Government (Culture Division)

- time to submit their expression of interest, if reasonable and necessary in the circumstances;
- as the acquiring museum will provide the funds for any reward payable, they should take reasonable steps to investigate the approximate value of a find before expressing an interest in it. Museums will be able to contact the relevant Treasure Registry for advice on accessing relevant information such as specialised online market sites and, valuations for similar finds valued previously by the Treasure Valuation Committee.
- preference will normally be for the find to be acquired locally although an
 institution may make a case for acquisition, based on their collection
 development strategy. Where there are multiple expressions of interest
 in acquiring a find, the interested institutions should come to a mutual
 agreement through dialogue between themselves;
- where there are multiple expressions of interest in acquiring a find that is a hoard, priority will be given to keeping the hoard together. Otherwise the relevant Treasure Registry will be asked to explore if the remaining objects in a hoard can be taken by another museum;
- If finders and anyone else with an interest in the find wish to waive their right to a reward on condition that the find is deposited in a particular registered museum, their wishes may be taken into account.
- museums expressing an interest in a find should provide a short statement to the relevant Treasure Registry to explain their reasons for pursuing acquisition and the likely funding source. The Treasure Registries will offer support and advice to museums interested in acquiring.
- 63. Where an item is treasure under the significance-based class of treasure (Section B. 28-37) the museum may also be asked to prepare a statement for the coroner providing evidence as to how the find meets the criteria for this class of treasure. Further advice on preparing reports where the object is being reported under the significance-based class of treasure can be obtained from the Treasure Registries.
- 64. When a museum decides to withdraw their interest following inquest, the relevant Treasure Registry will confirm that there is no other alternative museum interest in acquiring the find. These museums will be given 28-days to respond.

Power to disclaim

65. The Secretary of State has the power to disclaim treasure finds at any point in the treasure process, including before any inquest is held.

- 66. Where the Secretary of State disclaims a find, subject to the view of the landowner and/or occupier, it will be returned to the finder. Any dispute over ownership is a matter for the civil courts.
- 67. The circumstances in which finds may be disclaimed include:
 - where no museum wants to acquire a find;
 - where a museum decides it no longer wants to acquire a find;
 - where the finder and the landowner decide they don't want to claim a reward:
 - where only part of a hoard is acquired by a museum, although all effort should be made to keep hoards together.

Disclaiming process

- 68. The Treasure Registries should inform DCMS that a find needs to be disclaimed. In Wales and Northern Ireland the Treasure Registry at the British Museum should be copied in.
- 69. DCMS officials will either agree to the recommendation to disclaim or request further information.
- 70. Information about the disclaimed item will be recorded in the appropriate way: on the Portable Antiquities Scheme database in England and Wales, and by the Curator of Archaeology at National Museums NI in Northern Ireland.
- 71. The relevant Treasure Registry will inform the coroner and the finder that the find has been disclaimed.
- 72. The coroner will not need to hold an inquest for disclaimed finds. However, there may be situations where all of the facts regarding a find are unclear and the coroner is asked to hold an inquest even if a museum has not expressed an interest in acquiring the find.
- 73. The coroner will give notification to the landowner that they intend to return the object to the finder in 28 days unless they receive an objection. If no objection is received, the coroner will inform staff in the relevant Treasure Registry to authorise the release of the object. If the coroner receives an objection from the landowner, they should inform the Finds Liaison Officer and Treasure Registry, and tell the landowner and finder that the find will be retained pending the resolution of the dispute between the parties. The finder and landowner should speak to each other and agree between themselves whom the find is to be released to, and once a decision is made, both parties will need to independently inform the coroner. The coroner does not have the power to make a legal determination as to title as between the parties and this question will, if necessary, need to be resolved as a civil case.

74. The finder (or whomever the find has been released to) should collect the object within 12 months, unless there are circumstances that prevent this. After 12 months, if it has not been possible to contact the finder/landowner, then the institution holding the object may deal with disposing of the object in accordance with their own procedures and policies for abandoned objects.

When Finder and Landowner not claiming a reward

- 75. Where the finder and landowner both decide not to claim a reward, or in the case of treasure discovered during archaeological excavation, the landowner decides not to claim a reward, the find can be disclaimed so that it can be acquired by the museum without the need to progress further through the treasure process.
- 76. In that situation the finder and landowner will be asked to sign a form confirming that they give up any claim to the find and agreeing that the find is transferred to the museum.
- 77. Where a finder and landowner choose to waive their reward they will be formally thanked by the Secretary of State and acknowledged (with their permission) in the annual report (Section F. 1).

Coroners' Inquest

- 78. It is the responsibility of the coroner to decide whether a reported find meets the definition of treasure based on the evidence submitted to them.
- 79. The Chief Coroner has issued <u>guidance</u> on the treasure process for coroners including template documents and letters. The process is outlined below.

Preparing for Inquest

- 80. The coroner is required by the Act to inform the relevant Treasure Registry if they intend to hold an inquest. This should normally occur within three months of receiving the completed Treasure report on the find.
- 81. The coroner has a duty to inform the parties named on the Treasure receipt (TL9), the relevant Treasure Registry and the author of the report (TL8) of the date and place of the inquest. The coroner should wait to hold an inquest until an expression of interest from a museum has been confirmed (Section E. 60-63).
- 82. The relevant Treasure Registry will circulate the report to all interested parties before an inquest is held.

Inquest

83. The Act requires the coroner to investigate the details of the case, and they

- may ask the finder, occupier or others who may hold such information to identify the landowner. Failure to follow the directions of the coroner can be grounds for abatement, in addition to any action that the coroner thinks fit.
- 84. In the majority of cases witnesses are not called and inquests are held without a jury, although this is at the discretion of the coroner.
- 85. Where witnesses are called, The coroner may call upon them to provide evidence through online remote attendance of treasure hearings. The interested parties will be given an opportunity to examine witnesses and may, according to the coroner's discretion, be represented at the inquest.
- 86. At the coroner's discretion, where all parties have indicated that they do not wish to attend, the inquest may proceed using written evidence only, which may include sworn statements.
- 87. Neither the precise location of findspots nor details (e.g. addresses and telephone numbers) of the finder, occupier or landowner, should be made public at the inquest.

Decisions

- 88. If an object is found not to be treasure as a result of an inquest, or if the coroner accepts the advice of the relevant Treasure Registry that an object reported as potential treasure does not meet the legal criteria (and therefore does not hold an inquest) then it will be returned to the finder according to the same principles outlined in Section E. 74
- 89. If a find is declared treasure the coroner will inform the relevant Treasure Registry and supply them with a copy of the record of the treasure inquest (TF2). The coroner will inform the named parties (TL10).
- 90. Provided a museum is interested in acquiring a find that is declared treasure, and the interested parties have not waived their claim to a reward, the relevant Treasure Registry will forward the report, Treasure receipt and the record of the treasure inquest to the Treasure Registry at the British Museum. It will then proceed to valuation.
- 91. The decision of the inquest will be subject to the jurisdiction of the courts by way of judicial review. In certain circumstances coroners' inquests may also be reviewed under section 13 of the coroners Act 1988.

Treasure valuation and rewards

Eligibility for a reward

- 92. The Secretary of State has the discretion to pay a reward under the Act.
- 93. Those eligible for a reward include the finder(s), landowner and/or occupier (these parties are identified by the coroner at inquest, but the coroner does not determine eligibility for reward) and potentially, anyone with a later interest in the land.
- 94. In the case of an item of treasure from a planned archaeological excavation or investigation, the finder deemed as any person, staff or volunteer engaged on such a project team is not eligible to claim a reward. These conditions will normally apply to excavations or investigations carried out by commercial archaeological units, universities, archaeological or historical societies and charitable bodies or community projects involving archaeological staff or advisors, or anything other than a 'chance find'.
- 95. If there is any question as to whether a find was made as part of a planned archaeological excavation or investigation, the Treasure Valuation Committee will be asked to decide. The landowner however is eligible to claim reward. The share of a reward normally allocated to a landowner in this circumstance is 50% of the value.

Claiming a reward

- 96. The acquiring museum is responsible for raising the money to fund rewards.

 This means that in some cases it will not be possible for a museum to acquire the find.
- 97. Those eligible for a reward are encouraged to consider waiving a claim to a reward and allowing a find to be acquired by a museum for public benefit at reduced (or no) cost.
- 98. Where this happens the find is disclaimed to donate (Section E. 75-77). Where interested parties waive their claim to a reward they will receive a certificate from the DCMS minister, thanking them for their generous gesture.

Reward Values and the Treasure Valuation Committee

- 99. Where a museum wishes to acquire a treasure find and the relevant interested parties have not waived a claim to a reward, the Secretary of State will determine a value for the find which will then be used as the basis for the reward to the interested parties.
- 100. The Secretary of State has appointed the Treasure Valuation Committee (the Committee) to advise them on rewards and their values. The Committee, a non-departmental public body, is made up of independent experts representing finders, museums, archaeology, commercial dealers and those

- with other relevant interests. Members are appointed by the Secretary of State, and are unpaid.
- 101. The Treasure Registry at the British Museum acts as the Secretariat for the Committee for all cases except those where the British Museum has an active interest in acquisition; for those cases the DCMS acts as the Secretariat.
- 102. The role of the Committee, under the agreed terms of reference, is:
 - to recommend to the Secretary of State valuations for the items brought before it which correspond as closely as possible, taking account of all relevant factors, to what may be paid for the object(s) in a sale on the open market between a willing seller and a willing buyer as reflected in the anticipated hammer price for the object(s) at public auction;
 - to provide advice to the Secretary of State in cases where there may
 be grounds for either no reward to be paid to the finder or landowner,
 or for a reduced reward to be paid, or where there is a dispute as to the
 apportionment of the reward between interested parties.
- 103. The Committee may value finds either online, on the basis of photographs, or in person. Interested parties can request that the find is valued in person, with the understanding that this may take longer to facilitate.
- 104. The Treasure Valuation Committee can also decide, at any point in the process, that they need to see the object in person.
- 105. The valuation will be as at the time of finding of the object and in the condition in which it was found. The Committee will consider the potential value of the object in its conserved state (which is how it would likely be sold at auction), after the deduction of cleaning and conservation costs.
- 106. Objects need to be clearly visible before the Committee can value them; for example it is not normally possible to value objects in soil blocks.
- 107. A valuation cannot be altered retrospectively in the light of a subsequent find. The valuation of newly discovered objects from a previously examined find may take account of that previous discovery. In cases where there is a delay between the finding of the object(s) and it being reported, the valuation will be as at the time of discovery.
- 108. The Committee normally recommends that landowners receive 50% of the reward, and that the remaining 50% is shared between the finders. The Committee will take into account any agreements between finders and landowners and/or occupiers, but are not bound by them.

- 109. Where there is more than one finder the Committee will recommend the proportions in which the reward will be divided between them. This may be an equal split or it may be according to the value of the individual finds made by each finder, or in proportion to the amount of material found by each finder. This will depend on the ability of the Treasure Valuation Committee to recommend values for the individual components of a find.
- 110. According to the Act, occupiers can be eligible for a reward. It is for the Committee to decide if a recommendation to pay a reward to an occupier is appropriate.
- 111. If a finder does not remove the whole of a find from the ground but reports it, so that the remainder of the find can be properly archaeologically excavated or investigated, the original finder will normally be eligible for a reward for all objects that are deemed part of the same discovery, and not just that part which they had removed from the ground themselves. Finders should be aware however that the Committee will need to examine the individual circumstances of each case. A finder would not be eligible for rewards relating to finds made during subsequent archaeological investigation in the same place.
- 112. Finders will not be eligible for a reward of subsequent finds that are not part of the 'same find'. For instance, if a finder discovers an object of treasure which is from an Anglo-Saxon grave and stops digging, allowing an archaeological investigation to take place, which uncovers further objects, the finder will normally be eligible for any reward for the items from that grave, but not for those found outside of that grave.
- 113. Interested parties may expect to receive no rewards at all or abated rewards under the following circumstances:
 - a. where the finder has committed an offence under section 8 of the Act
 by failing to report treasure within 14 days of making the find or within
 14 days of believing or of having reasonable grounds for believing that
 the find was treasure, without a reasonable excuse;
 - b. where the finder has committed an offence under section 42 of the Ancient Monuments and Archaeological Areas Act 1979 (unauthorised use of a metal detector in a protected place) or in Northern Ireland under Article 29 of The Historic Monuments and Archaeological Objects (NI) Order 1995;
 - c. where there is evidence of other illegal activity in relation to a find, whether or not a prosecution has been mounted;

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¹⁴ The availability of formal archaeological assistance will vary depending on where the find is made. It is often not possible for formal assistance to be provided at short notice and the advice may be to cover the findspot until assistance is available. Failure to follow this advice may warrant abatement of a reward (Section E. 113).

- d. where all the relevant circumstances surrounding a find, including the find-spot, were not accurately reported;
- e. where a finder has not followed the directions of the coroner, including failing to deposit a find promptly (whether a formal witness summons is issued or not) and/or where there is evidence that only part of a find has been handed in;
- f. where there are reasonable grounds for believing that a find was made elsewhere than on the alleged site;
- g. where there are reasonable grounds for believing that the finder was trespassing;
- h. where the object was removed from the place where it was found and where significant damage has been done deliberately or recklessly to the actual object, a surrounding monument or to the archaeological deposits making up the contexts which may explain the circumstances in which the object became buried or concealed;
- detectorists are required to gain the permission of the appropriate person, usually the landowner, when searching on land. If the Committee considers that the finder was aware, or could reasonably have established, that the person who granted consent to enter into the land had no authority to do so, they can recommend that the reward is abated;
- j. where a finder claims to have accidentally made a find where they did not have permission to search, or inadvertently trespassed, the Committee may consider this grounds for abatement unless they are satisfied that the finder has demonstrated convincingly that the trespass was unintentional;
- k. where the party in question has failed to cooperate with the processes set out in the Act and this Code, for example, by engaging in conduct which is abusive or disruptive of the Committee's consideration of the case;
- where there are other factors that the Secretary of State thinks appropriate to take into account in individual cases (for instance whether the finder behaved in a manner contradictory to the <u>Code of Practice for Responsible Detecting</u> in England and Wales).
- 114. When the Committee recommends an abatement of one or more of interested parties' rewards, it will also recommend to the Secretary of State the disposal of the balance of the amount of the reward. For example, where the finder's reward is abated:
 - the whole of the reward could be paid to the landowner, where the Committee feels that they have been placed at a disadvantage by the actions of the finder, in which case the museum would fund the full reward amount;

• the landowner could receive the standard 50% of the reward amount, in which case the museum would only have to fund that 50%.

The Treasure valuation process

- 115. Once the Record of Treasure Inquest (TF2) is received, and as soon as is practicable, the Treasure Registry at the British Museum will commission, on behalf of the Committee, one or more independent 'provisional' valuation reports. This report will form the starting point for the Committee's discussion of the value of the find.
- 116. Provisional valuations are commissioned from members of the art, antiques and antiquities trade and the Committee will be aware of their credentials. The Treasure Registry at the British Museum maintains a list of the usual valuers from whom the Committee commissions reports, but the Committee may commission provisional valuations from anyone it deems suitable.
- 117. The Committee has issued <u>guidance to valuers</u> that it expects to be adhered to when supplying a provisional valuation.
- 118. Finds will normally only require one provisional valuation, but the Committee can commission more valuations if it wishes.
- 119. Upon receipt of the provisional valuation report(s) the Treasure Registry at the British Museum will make copies of this available to the interested parties and the relevant Treasure Registries and inform them of the date of the Committee meeting at which the case will be considered.
- 120. Interested parties will be invited to submit comments on the provisional valuation for the Committee's consideration; any such submissions will be shared with the other interested parties who may wish to provide further comments.
- 121. Interested parties will also be able to provide private valuations (commissioned at their own expense) for the Committee's consideration. Where it is necessary for a private valuer commissioned by an interested party to see the find in person, the valuer will have to arrange that with the institution holding the find.
- 122. Interested parties can request the Committee defer their consideration of a case until such a valuation takes place and is circulated to the other interested parties. However, appointments should be arranged as soon as is reasonably possible and the Treasure Registry reserves the right to impose a deadline for the submission of a private valuation, and any other supporting information, in the interests of progressing the case.

123. The Committee will meet to consider the case, taking account of the provisional valuation(s) and any other submissions received. The Committee will apply its own expertise and reserves the right to attribute more or less weight to points made as it sees fit. The Committee may ask for further information from an interested party, or to ask the Treasure Registry to commission a further provisional valuation, or other reasons as may arise.

Treasure Valuation Committee recommendations

- 124. Once the Treasure Valuation Committee has agreed the minutes recording their meetings, these are circulated to interested parties. These are subsequently published online.
- 125. Where the Treasure Valuation Committee has made a recommendation regarding any reward, the interested parties will be asked whether they accept the recommendation.
- 126. Where interested parties disagree with the recommended valuation, they have 28 days to provide new evidence to the Treasure Valuation Committee who will then review their recommendations. The Committee will review cases up to two times, further to the initial recommendation, and only where there is new evidence to consider.
- 127. The 28 day limit can be extended on a case-by-case basis, where the Treasure Registry at the British Museum considers that there is a good reason for the delay.
- 128. After the case has either been reviewed twice, or there is no new evidence, the Treasure Valuation Committee is considered to have made its final recommendation. Where any party still disagrees with the recommendation they can make representations to the Secretary of State (Section E. 130-134).
- 129. Failure to respond will be taken as agreement to the recommendations of the Committee. For the museum interested in acquiring the find, failure to respond will be taken as a withdrawal of interest.

Representations to the Secretary of State

- 130. Should an interested party (the finder, landowner and/or occupier, or museum) be dissatisfied with the Committee's final recommendation, that party has the right to make representations to the Secretary of State before a decision is made as to the payment of any reward.
- 131. Parties have 28 days from being notified of the Committee's recommendation to send their representations to the Secretary of State.

- 132. Representations may raise procedural issues, such as that the Committee has not fully considered the valuation evidence submitted by the party or that the basis of their recommendation, as outlined in the minutes, is flawed. The Secretary of State will expect the party to present arguments and, where appropriate, specific evidence to support their representations.
- 133. The Secretary of State's decision is not dependent on the acceptance of the recommendation by the interested parties. Rewards are paid at the discretion of the Secretary of State and are not enforceable against either the Secretary of State or the museum.
- 134. The Secretary of State's decision will be subject to the jurisdiction of the courts by way of judicial review. Any claim of maladministration can be investigated by the Parliamentary Commissioner for Administration.

Payment of Rewards

- 135. Once the Secretary of State has considered the recommendation of the Treasure Valuation Committee and made a decision regarding the payment of any rewards, the Treasure Registry at the British Museum will invoice the acquiring museum for the relevant amount. Where a find (or a portion of a find) is being acquired by the British Museum, the DCMS will issue the invoice(s).
- 136. When a museum fails to respond to the Treasure Registry at the British Museum within 28 days of being notified of the Secretary of State's decision.
- 137. The acquiring museum should make payment to the British Museum/DCMS via bank transfer (not cheque).
- 138. The target time for paying the invoice will be three months from the date of invoice, or four months if the museum is pursuing outside funding. Museums are strongly urged to prepare for necessary fundraising bids *prior* to receiving the invoice.
- 139. If the museum is unable to meet this deadline they must demonstrate their continuing interest by providing the Treasure Registry with a clear outline and timescale of its fundraising efforts. The Treasure Registry should agree that acquisition appears realistic. The Treasure Registries will provide this information to the interested parties awaiting a payment of a reward.
- 140. Where a museum either withdraws or fails to demonstrate a continuing interest the relevant Treasure Registry will confirm that there is no other

¹⁵ For cases from Wales, a copy of the invoice will also be sent to the Treasure Registry at Amgueddfa Cymru - Museum Wales, regardless of the museum acquiring it.

- museum interest in acquiring the find. These museums will also be given 28 days to respond.
- 141. If no museum is interested in acquiring the find, the relevant Treasure Registry will recommend to the Secretary of State that the Crown's interest is disclaimed. If the Secretary of State accepts the recommendation, the relevant Treasure Registry will commence the return of the find to the finder/landowner.
- 142. The Treasure Registry at the British Museum or the Assistant Treasure Registrar at DCMS will contact the interested parties and ask them to provide their bank details.
- 143. The reward will be paid as soon as possible after receipt of payment by the acquiring museum.
- 144. If, six months after the acquiring museum has made the payment, an interested party has failed to provide their bank details, the Treasure Registry at the British Museum/DCMS will return that party's portion of the reward to the acquiring museum. The reward will no longer be payable. This limit can be extended by the Treasure Registry at the British Museum or by DCMS where they consider there is good cause for a delay.
- 145. If, 12 months after the acquiring museum has paid, the finder, landowner and/or occupier cannot be identified, the Treasure Registry at the British Museum/DCMS will return that party's portion of the reward to the acquiring museum. The reward will no longer be payable. This limit can be extended by the Treasure Registry at the British Museum or by DCMS.
- 146. The acquiring museum will be expected to liaise with any funding bodies who provided support for the acquisition to decide what should happen with any returned funds.

Transfer of title

- 147. Once an acquiring museum has paid the invoice for the item(s) of treasure, title will be considered as passed to them. This will normally be confirmed in an e-mail communication from the Treasury Registry at the British Museum or from DCMS to the acquiring museum indicating that payment has been received for the find in question. Such museums should make arrangements to collect the item(s) as soon as is practicable.
- 148. If, 12 months after having paid the invoice, the acquiring museum has not collected the item(s), the item(s) will be subject to the disposal policy of the institution where it is held in safekeeping.

- 149. It is expected that museums that acquire finds of treasure will generally wish to place them on display. However, where finds of treasure are not on exhibition finders and any other interested members of the public will have access to them on request.
- 150. When an item acquired through the Act is put on display, the museum should acknowledge this in the accompanying display. The wording should be: "Acquired under the Treasure Act 1996".
- 151. Museums that acquire treasure do so to meet the aim of the Act, to preserve finds for public benefit now and for future generations. Any museum that acquires treasure may only dispose of it in accordance with the requirements of the Museum Accreditation Scheme, and with any conditions imposed by any grant-awarding bodies that have assisted in the acquisition of the object. In the event of disposals, preference should be given to transference of treasure to another relevant accredited museum.

F. Annual Report and Publicity

- 1. The Treasure Act 1996 requires the Secretary of State to lay a report on the operation of the Act before Parliament each year. The report will provide the total number of finds reported as potential treasure and those cases that have been disclaimed by the Secretary of State in the subject year. It will also include such selected statistical and contextual highlights that the Secretary of State feels useful and relevant.
- 2. The report will normally be laid in arrears of the year which it covers, to enable as many finds as possible to progress through the system and reach a resolution.
- 3. All individuals and grant-giving bodies who have helped museums to acquire treasure, including finders who have waived rewards and who have no objection to public recognition, will be acknowledged in the report.
- 4. The British Museum, Amgueddfa Cymru Museum Wales, and National Museums NI may feature treasure finds at annual report launch events, in order to highlight best archaeological practice and the workings of the Treasure Act.
- 5. Museums aiming to acquire particular treasure finds may publish or go to the press with information about the find to support fundraising for the reward. Additionally, museums may, with the approval of the Secretary of State, put finds on display prior to acquisition.
- 6. In all cases, care should be taken to avoid issuing any statements that might be seen to prejudge a coroner's decision at inquest, and should be sensitive to the fact that this is a legal process. Where a find receives publicity prior to the Treasure Valuation Committee recommending a value to the Secretary of State, the Committee will not regard this as a direct indication of the value of the find.

Annexes

Annex 1: Roles and responsibilities of key parties and useful resources

Roles and responsibilities:

Name	Description
Coroners	It is the responsibility of coroners to decide whether a reported object meets the definition of treasure based on the evidence submitted to them. They do this by holding treasure inquests. https://www.judiciary.uk/courts-and-tribunals/coroners-courts/
The British Museum	The British Museum is responsible for the administration of treasure cases in England. It maintains current and historic records of all cases reported under the Treasure Act 1996. For finds from England, the British Museum Treasure Registry acts as the central point of contact for Finds Liaison Officers, interested parties, and coroners. It acts as the Secretariat for the TVC, carries out all correspondence with interested parties regarding valuations, invoices acquiring museums and distributes rewards to finders and landowners, except in those cases where the British Museum itself is the acquiring museum.
	https://finds.org.uk/treasure The British Museum also manages the Portable Antiquities Scheme in England. This is a partnership project delivered through local organisations that employ Finds Liaison Officers across the country.
Amgueddfa Cymru - Museum Wales	Amgueddfa Cymru's Treasure Registry staff process treasure cases in Wales and act as a central point of contact for Portable Antiquities Scheme Wales (PAS Cymru) Finds Liaison Officers, Finds Liaison Officers in England, interested parties and coroners up to and

including the coroner's inquest stage. Amgueddfa Cymru also acts as a safe repository for treasure and co-ordinates couriering of acquired treasure to local museums in Wales, and the return of disclaims and non-treasure cases to finders. Its staff support and advise local museums in the acquisition of treasure and its use for public benefit across Wales.

Treasure@museumwales.ac.uk

Amgueddfa Cymru delivers PAS Cymru through a tripartite funding arrangement with Cadw and the Welsh Government (Culture Division). PAS Cymru has reporting centres across Wales which enable initial treasure reporting with finders and clubs, working with Treasure Registry and curatorial staff.

https://finds.org.uk/contacts

National Museums NI

National Museums NI is part of the Department for Communities in Northern Ireland. Curators of Archaeology at National Museums NI fulfil the role of the Treasure Registry. They have the primary responsibility to record all archaeological finds made by members of the public. This includes treasure finds where they act as the central point of contact; liaise with the Coroner's Office and Historic Environment Division. They will provide support for the Coroner's inquest as appropriate and correspond with the British Museum over acquiring or disclaiming of treasure items.

treasure@nationalmuseumsni.org

Historic Environment Division Northern Ireland

Historic Environment Division is part of the Department for Communities in Northern Ireland. Their responsibilities include supporting National Museums NI and the Coroner in the implementation of the Treasure Act and Code of Practice and to advise on treasure reported from licenced archaeological excavations and the administration of the Historic Monuments and Archaeological Objects (NI) Order 1995.

Finds Liaison Officer	Archaeologists based at Portable Antiquities Scheme partner institutions around England and Wales. They are the primary point of contact for members of the public who find archaeological material, including items of potential treasure. When an item of potential treasure is found (in England) the finder should contact their local Finds Liaison Officer to report the find. https://finds.org.uk/contacts
Finder	The person who discovers an object that may be treasure is the finder. They have a legal responsibility to report treasure and may be eligible for a reward alongside the landowner.
Landowner	The landowner is eligible for a reward under the Act. Detectorists should ensure that they have permission to detect from the landowner.
Occupier	Occupiers can be entitled to a reward.
Treasure Valuation Committee (the Committee)	The Secretary of State has appointed the Treasure Valuation Committee (the Committee) to advise them on rewards and their values. The Committee, a non-departmental public body, is made up of independent experts representing finders, museums, archaeology, commercial dealers and those with other relevant interests. Members are appointed by the Secretary of State, and are unpaid.
	The Treasure Registry at the British Museum acts as the Secretariat for the Committee for all cases except those where the British Museum has an active interest in acquisition; for those cases the DCMS acts as the Secretariat.
The Department for Culture, Media and Sport (DCMS)	DCMS is the government department responsible for treasure policy and delivering the Treasure Act 1966. They contract and fund the British Museum to act as the Treasure Registry administering treasure cases. DCMS also funds the Portable Antiquities Scheme.
	DCMS is also responsible for administering any treasure cases where the British Museum is the acquiring museum

	so as not to conflict with the British Museum's role as the secretariat for the Treasure Valuation Committee. Treasure@dcms.gov.uk
The Portable Antiquities Scheme (PAS)	A Scheme to record archaeological finds made by members of the public in England and Wales. It includes treasure and non-treasure finds, so those reported by law and not. These finds are all published on the PAS database. www.finds.org.uk
Acquiring Museum	The accredited museum (or museums) that expresses an interest in acquiring a find of potential treasure. The museum is responsible for funding the reward where they acquire a find.

Useful resources

Resource	Description
Code of Practice for Responsible Detecting in England and Wales	This Code has been agreed by the main archaeological, metal detecting and landowner bodies as the minimum requirement for responsible metal detecting.
Treasure Act 1996 Treasure (Designation) Order 2002 Treasure (Designation) (Amendment) Order 2023	Legislation that underpins the treasure process.
Conservation advice for finders	The most recently issued general guidance on the care of finds, developed with the support of Drakon Heritage.

Annex 2: The Treasure Receipt



Treasure Act 1996

Treasure number

Receipt for object(s) of potential treasure submitted to the Coroner

In order to meet the requirements of the Treasure Act 1996, and the Treasure Act Code of Practice, the personal information in this form will be passed to the Coroner, the Treasury Registry at the British Museum/Amgueddfa Cymru - Museum Wales/National Museums NI, and may be shared with the Department of Culture, Media and Sport, the Portable Antiquities Scheme, any institution that takes possession of the find, and other interested parties in the case. For further information please contact the Treasure Registry at treasure@britishmuseum.org

PAS Database Number		
Date of Find		
Location of find spot (Include 8 figure grid reference, along with the parish and the county. A map may be attached)	Parish CP:	
	County:	
	Grid Reference:	
	To be known as:	
Circumstances of find (Depth of find, nature of land, other objects found nearby)		
Description of object(s) (Include object type and material, weight and dimensions, condition, decorations and inscriptions)		
Institution receiving find		No. of objects deposited:
Person receiving find		Tel no:
Signature and date		•

Name of depositor			Tel no:
Email address			
Signature and date			
I confirm that the information I have find, is correct.	provided concerning my name, add	ress, the location, date, a	and the nature and circumstances of the
HM Coroner name			
District			
Date reported to Coroner			
Finder 1 Name:	Address:		
	Tel no:	Email:*	
		1	
Finder 2 Name:	Address:		
	Tel no:	Email:*	
	heir names, addresses and telephone arate, it might be better to fill out a se		eed separately. If the objects found by the oder.
Г	Т		
Owner of land Name:	Address:		
	Tel no:	Email:*	
		•	
Occupier of land/tenant if different from above	Address:		
Name:	Tel no:	Email:*	

Reward

DCMS encourages finders and landowners to consider waiving their share of any reward and recognises this by giving certificates to those who do so. Museums welcome full or partial donations at any stage of the treasure process

Please sign if you are willing to waive your share of any reward and relinquish any claim to the object/s. Finder
Landowner
Occupier (if different from above)

Notes

- Copies to be given to the depositor, the Coroner, and any body to which the object (s) is/are transferred. A copy should also be sent to the landowner and occupier (where these are different) If the Coroner has already been notified, please attach a copy of the acknowledgement
- The HER/SMR should be informed of the find as soon as possible
- Information identifying the find spot should be treated as confidential

^{*}The administration of the Treasure Act should be as paperless as possible. Interested parties should supply email addresses if they wish to receive copies of reports and correspondence with coroners. If this is not possible, please phone 0207 323 8611

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