EUROPEAN COMMITTEE ON CRIME PROBLEMS
(CDPC)

COMMITTEE ON OFFENCES RELATING TO CULTURAL PROPERTY
(PC-IBC)

Draft

Council of Europe Convention on Offences relating to Cultural Property

Document prepared by the Secretariat

www.coe.int/cdpc/pc_ibc_en
Preamble

The member States of the Council of Europe and the other signatories to this Convention,

Considering that the aim of the Council of Europe is to achieve greater unity between its members;

Being convinced that the diverse cultural property belonging to peoples constitutes a unique and important testimony of the culture and identity of such peoples as well as their cultural heritage;

Concerned that offences related to cultural property are growing and that such offences, to an increasing extent, are leading to the destruction of the world’s cultural heritage;

Considering that unlawfully excavated and illicitly exported or imported cultural property is increasingly being sold in many different ways, including through antique shops and auction houses, and over the Internet;

Considering that organised criminal groups are involved in the trafficking in cultural property;

Concerned that terrorist organisations are involved in the deliberate destruction of cultural heritage and use the illicit trade of cultural property as a significant source of financing;

Convinced of the need for a new Council of Europe Convention on Offences relating to Cultural Property which sets out criminal sanctions in this regard and which will replace the European Convention on Offences relating to Cultural Property (ETS No. 119) opened for signature in Delphi on 23 June 1985;

Having regard to the European Cultural Convention (ETS No. 18, 1954), the European Convention on the Protection of the Archaeological Heritage (ETS No. 66, 1969; ETS No. 143 revised in 1992), the Convention for the Protection of the Architectural Heritage of Europe (ETS No. 121, 1985) and the Council of Europe Framework Convention on the Value of Cultural Heritage for Society (CETS No. 199, 2005);

Having regard to the European Convention on Mutual Assistance in Criminal Matters (ETS No. 30, 1959) and the European Convention on Extradition (ETS No. 24, 1957);

Recalling Resolution 2199 (2015) adopted by the Security Council of the United Nations at its 7379th meeting, on 12 February 2015, and in particular paragraphs 15, 16 and 17;

Recalling also the Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict of 1954 and its protocols, the UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property of

Also bearing in mind Resolution 2057 on Cultural Heritage in Crisis and Post-Crisis Situations, adopted by the Standing Committee of the Parliamentary Assembly of the Council of Europe on 22 May 2015;

Taking into consideration the UNODC International Guidelines for Crime Prevention and Criminal Justice Responses with Respect to Trafficking in Cultural Property and Other Related Offences of 2014;

Considering that the purpose of this Convention is to protect cultural property through the prevention of and the fight against criminal offences relating to cultural property;

Recognising that, to efficiently combat cultural property crimes, close international co-operation between Council of Europe member States and non-member States alike should be encouraged,

Have agreed as follows:
Chapter I – Purpose, principle of non-discrimination, scope, use of terms

Article 1 – Purpose of the Convention

1 The purpose of this Convention is:

a) to prevent and combat the intentional destruction of, damage to, and trafficking in cultural property by providing for the criminalisation of certain acts;

b) to strengthen crime prevention and criminal justice responses to all criminal offences relating to cultural property;

c) to facilitate co-operation at national and international levels on action against the criminal offences relating to cultural property.

2 In order to ensure effective implementation of its provisions by the Parties, this Convention sets up a follow-up mechanism.

Article 2 – Scope and use of terms

1 This Convention applies to the prevention, investigation, and prosecution of the offences against movable and immovable cultural property.

2 For the purposes of this Convention the term “cultural property” shall mean:

a) in respect of movable property, any object, situated on land or underwater or removed from such sites, which is, on religious or secular grounds, designated by any Party to this Convention or to the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property, irrespective of origin and ownership, as being of importance for archaeology, prehistory, history, literature, art or science, and which belongs to the following categories:

(i) rare collections and specimens of fauna, flora, minerals and anatomy, and objects of paleontological interest;

(ii) property relating to history, including the history of science and technology and military and social history, to the life of national leaders, thinkers, scientists and artists and to events of national importance;

(iii) products of archaeological excavations;

(iv) elements removed from any monument, building, site, moveable object, structure of other kind and their context, such as frescoes and mosaics, whether situated on land or underwater;
(v) antiquities more than one hundred years old, such as inscriptions, coins and engraved seals;
(vi) objects of ethnological interest;
(vii) rare manuscripts and incunabula, old books, documents and publications of special interest, singly or in collections;
(viii) postage, revenue and similar stamps, singly or in collections;
(ix) archives;
(x) articles of furniture more than one hundred years old and old musical instruments;

b) in respect of immovable property, any monument, group of buildings, site, or structure of other kind, whether situated on land or underwater, which is, on religious or secular grounds, designated by any Party to this Convention or protected under the 1985 Convention for the Protection of the Architectural Heritage of Europe or the 1972 UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage, irrespective of ownership, as being of importance for archaeology, prehistory, ethnology, history, art or science.

Chapter II – Substantive criminal law

Article 3 – Theft and other forms of unlawful appropriation

Each Party shall ensure that theft and any other form of unlawful appropriation of movable cultural property, with or without violence or threat of violence, constitute a criminal offence under its domestic law, when committed intentionally.

Article 4 – Illegal excavation

Each Party shall ensure that the following conducts constitute a criminal offence under its domestic law, when committed intentionally:

   a) the illegal excavation of movable cultural property;

   b) the unlawful retention of movable cultural property excavated in accordance with the law of the State where the excavation took place.

Article 5 – Illegal exportation

Each Party shall ensure that the following conducts constitute a criminal offence under its domestic law, when committed intentionally:
a) the exportation of movable cultural property, if the exportation is prohibited or subject to authorisation pursuant to domestic law;

b) the exportation of movable cultural property, the import of which is criminalised in accordance with Article 6 of the present Convention.

**Article 6 – Illegal importation**

Each Party shall ensure that the importation of movable cultural property, the exportation of which is prohibited or subject to authorisation pursuant to the domestic law of the exporting State, constitutes a criminal offence under its domestic law, when committed intentionally.

**Article 7 – Acquisition**

Each Party shall ensure that the acquisition of movable cultural property that has been stolen or misappropriated, illegally exported or imported, or illegally excavated constitutes a criminal offence under its domestic law, when committed intentionally or in a grossly negligent manner.

**Article 8 – Placing on the market**

Each Party shall ensure that the placing on the market of movable cultural property that has been stolen or misappropriated, illegally exported or imported, or illegally excavated constitutes a criminal offence under its domestic law, when committed intentionally or in a grossly negligent manner.

**Article 9 – Falsification of documents**

Each Party shall ensure that the making of false documents and the act of tampering with documents relating to movable cultural property constitute a criminal offence under its domestic law, where these actions are intended to induce others to buy such property either as being authentic or as having a licit provenance.

**Article 10 – Other offences related to the trafficking in cultural property**

Each Party shall ensure that the following conducts constitute a criminal offence under its domestic law, when committed intentionally: the storage, conservation, restoration, transportation and transfer of movable cultural property, knowing that such property derived from or was obtained, directly or indirectly, from criminal offences, if aimed at their illegal importation, exportation, or placement on the market.
Article 11 – Destruction and damaging

Each Party shall ensure that the following conduct constitute a criminal offence under its domestic law, when committed intentionally:

a) the disfigurement or destruction of movable or immovable cultural property, regardless of the ownership of such property;

b) the removal, in whole or in part, of any element from movable or immovable cultural property, with a view of importing, exporting or placing on the market such elements.

Article 12 – Travelling abroad for the purpose of terrorism in order to commit an offence relating to cultural property

Each Party shall ensure that the travel or attempt to travel by its nationals to a State which is not that of the traveller’s nationality or residence, for the purpose of terrorism in order to commit an offence as prescribed in Articles 3 to 11 of this Convention constitutes a criminal offence under its domestic law.

Article 13 – Aiding or abetting and attempt

1. Each Party shall ensure that the intentional aiding or abetting the commission of a criminal offence referred to in this Convention also constitutes a criminal offence.

2. Each Party shall ensure that the intentional attempt to commit any of the criminal offences referred to in this Convention also constitutes a criminal offence.

Article 14 – Jurisdiction

1. Each Party shall take the necessary measures to establish jurisdiction over criminal offence referred to in this Convention, when the offence is committed:

a) in its territory; or

b) on board a ship flying the flag of that Party; or

c) on board an aircraft registered under the laws of that Party; or

d) by one of its nationals.

2. Each Party shall take the necessary measures to establish jurisdiction over any criminal offence referred to in this Convention, when the alleged offender is present in its territory and cannot be extradited to another State, solely on the basis of his or her nationality.
3 Any State may, at the time of signature or when depositing its instrument of ratification, acceptance, approval or accession, by a declaration addressed to the Secretary General of the Council of Europe, declare that it reserves the right not to apply, or to apply only in specific cases or conditions, the jurisdiction rules laid down in paragraph 1, sub-paragraph d of this article.

4 Where more than one Party claims jurisdiction over an alleged offence in accordance with this Convention, the Parties concerned shall, where appropriate, consult each other with a view to determining the most appropriate jurisdiction for prosecution.

5 Without prejudice to the general rules of international law, this Convention shall not exclude any criminal jurisdiction exercised by a Party in accordance with its domestic law.

Article 15 – Liability of legal persons

1 Each Party shall ensure that legal persons can be held liable for criminal offences referred to in this Convention, when committed for their benefit by any natural person, acting either individually or as part of an organ of the legal person, who has a leading position within that legal person, based on:

   a) a power of representation of the legal person;

   b) an authority to take decisions on behalf of the legal person;

   c) an authority to exercise control within the legal person.

2 Apart from the cases provided for in paragraph 1, each Party shall ensure that a legal person can be held liable where the lack of supervision or control by a natural person referred to in paragraph 1 has made possible the commission of a criminal offence referred to in this Convention for the benefit of that legal person by a natural person acting under its authority.

3 Subject to the legal principles of the Party, the liability of a legal person may be criminal, civil or administrative.

4 Such liability shall be without prejudice to the criminal liability of a natural person who has committed the offence.
Article 16 – Sanctions and measures

1 Each Party shall ensure that the criminal offences referred to in this Convention, when committed by natural persons, are punishable by effective, proportionate and dissuasive sanctions, which take into account the seriousness of the offence. These sanctions shall include penalties involving deprivation of liberty that may give rise to extradition.

2 Each Party shall ensure that legal persons held liable in accordance with Article 15 are subject to effective, proportionate and dissuasive sanctions, which shall include criminal or non-criminal monetary sanctions, and could include other measures, such as:
   a) temporary or permanent disqualification from exercising commercial activity;
   b) exclusion from entitlement to public benefits or aid;
   c) placing under judicial supervision;
   d) a judicial winding-up order.

3 Each Party shall take the necessary legislative and other measures, in accordance with domestic law, to permit seizure and confiscation of the:
   a) instrumentalities used to commit criminal offences referred to in this Convention;
   b) proceeds derived from such offences, or property whose value corresponds to such proceeds.

Article 17 – Aggravating circumstances

Each Party shall ensure that the following circumstances, in so far as they do not already form part of the constituent elements of the offence, may, in conformity with the relevant provisions of domestic law, be taken into consideration as aggravating circumstances in determining the sanctions in relation to the criminal offences referred to in this Convention:

   a) the offence was committed by persons abusing the confidence placed in them in their capacity as professionals;

   b) the offence was committed by a public official tasked with the conservation or the protection of movable or immovable cultural property, if he or she has intentionally refrained from properly performing his or her duties with a view to obtaining an undue advantage or a prospect thereof;

   c) the offence was committed in the framework of a criminal organisation;
d) the offence was committed for terrorist purposes;

e) the offence was committed for the purpose of the financing of terrorist activities;

f) the perpetrator has previously been convicted of offences established in accordance with this Convention.

Article 18 – Previous sentences passed by another Party

Each Party shall take the necessary measures to provide for the possibility to take into account final sentences passed by another Party in relation to the criminal offences referred to in this Convention when determining the sanctions.

Chapter III – Investigation, prosecution and procedural law

Article 19 – Initiation and continuation of proceedings

Each Party shall take the necessary legislative and other measures to ensure that investigations or prosecution of criminal offences referred to in this Convention should not be subordinate to a complaint and that the proceedings may continue even if the complaint is withdrawn.

Article 20 – Investigations

Each Party shall take the necessary legislative and other measures to ensure that persons, units or services in charge of investigations are specialised in the field of combating the trafficking in cultural property or that persons are trained for this purpose. Such units or services shall have adequate financial resources.

Article 21 – International co-operation in criminal matters

1 The Parties shall co-operate with each other, in accordance with the provisions of this Convention and in pursuance of relevant applicable international and regional instruments and arrangements agreed on the basis of uniform legislation or reciprocity and their domestic law, to the widest extent possible, for the purpose of investigations or proceedings concerning the criminal offences referred to in accordance with this Convention, including seizure and confiscation.

2 If a Party that makes extradition or mutual legal assistance in criminal matters conditional on the existence of a treaty receives a request for extradition or legal assistance in criminal matters from a Party with which it has no such a treaty, it may, acting in full compliance with its obligations under international law and subject to the conditions provided for by the
domestic law of the requested Party, consider this Convention as the legal basis for extradition or mutual legal assistance in criminal matters in respect of the offences referred to in this Convention and may apply, mutatis mutandis, Articles 16 and 18 of the United Nations Convention on Transnational Organized Crime (UNTOC) to this effect.

Chapter IV – Measures for prevention and other administrative measures

Article 22 – Measures at domestic level

Each Party should consider adopting the legislative and other necessary measures to:

   a) establish or develop publicly accessible inventories or databases of the cultural property defined under Article 2, paragraph 2, of the present Convention;

   b) introduce import and export control procedures, in accordance with the relevant international instruments, including a system whereby the importation and exportation of movable cultural property is subject to the issuance of a specific certificates;

   c) introduce the obligation for art and antiquity dealers, auction houses and others involved in the second-hand trade, to establish records of their transactions. These records should be made available to the competent authorities in accordance with domestic law;

   d) establish a central national authority or empowering an existing authority and enacting other mechanisms for co-ordinating the activities related to the protection of cultural property;

   e) protect and preserve cultural property in times of instability or conflict;

   f) introduce or improve statistics on administrative and criminal offences relating to cultural property;

   g) enable the monitoring and reporting of suspicious dealings or sales on the Internet;

   h) enable the mandatory reporting to the competent authorities of the discovery by chance of cultural property of the archaeological heritage;

   i) promote awareness-raising campaigns addressed to the general public about the protection of cultural property and the dangers posed by the crimes related to it;

   j) ensure that museums and similar institutions whose acquisition policy is under State control do not acquire illicitly removed cultural property, and to provide information and
training for the relevant officials on the prevention of and fight against cultural property-related crimes;

k) ensure through legislative or other measures that museums and similar institutions, whose acquisition policy is not under State control, comply with existing legal and ethical rules on the acquisition of movable cultural property and report to law enforcement authorities suspected trafficking in cultural property cases;

l) encourage Internet providers and web-based sellers to co-operate in preventing the trafficking in cultural property by participating in the elaboration and implementation of relevant policies;

m) prevent free ports from being used for the purpose of the trafficking in cultural property either through legislative measures or by encouraging them to establish and effectively implement internal norms through self-regulation.

Article 23 – Measures at international level

Each Party shall co-operate to the widest extent possible for the purpose of preventing and fighting the intentional destruction of, damage to, and trafficking in cultural property. In particular, the States Parties should:

a) promote consultation and exchange of information as regards the identification, seizure and confiscation of illicitly removed movable cultural property recovered within their territory;

b) contribute to international data collection on trafficking in movable cultural property by sharing or interconnecting national inventories or databases on illicitly removed movable cultural property, and/or contributing to international ones, such as the INTERPOL database on stolen works of art.

Chapter V – Follow-up mechanism

Article 24 – Committee of the Parties

1 The Committee of the Parties shall be composed of representatives of the Parties to the Convention.

2 The Committee of the Parties shall be convened by the Secretary General of the Council of Europe. Its first meeting shall be held within a period of one year following the entry into force
of this Convention for the tenth signatory having ratified it. It shall subsequently meet whenever at least one third of the Parties or the Secretary General so requests.

3 The Committee of the Parties shall adopt its own rules of procedure.

4 The Committee of the Parties shall be assisted by the Secretariat of the Council of Europe in carrying out its functions.

**Article 25 – Other representatives**

1 The Parliamentary Assembly of the Council of Europe, the European Committee on Crime Problems (CDPC), the Steering Committee for Culture, Heritage and Landscape (CDCPP) shall each appoint a representative to the Committee of the Parties in order to contribute to a multisectoral and multidisciplinary approach.

2 The Committee of Ministers may invite other Council of Europe bodies to appoint a representative to the Committee of the Parties after consulting the latter.

3 Representatives of relevant international bodies may be admitted as observers to the Committee of the Parties following the procedure established by the relevant rules of the Council of Europe.

4 Representatives of relevant official bodies of the Parties may be admitted as observers to the Committee of the Parties following the procedure established by the relevant rules of the Council of Europe.

5 Representatives of civil society, and in particular non-governmental organisations, may be admitted as observers to the Committee of the Parties following the procedure established by the relevant rules of the Council of Europe.

6 In the appointment of representatives under paragraphs 2 to 5 of this article, a balanced representation of the different sectors and disciplines shall be ensured.

7 Representatives appointed under paragraphs 1 to 5 above shall participate in meetings of the Committee of the Parties without the right to vote.

**Article 26 – Functions of the Committee of the Parties**

1 The Committee of the Parties shall monitor the implementation of this Convention. The rules of procedure of the Committee of the Parties shall determine the procedure for evaluating the implementation of this Convention, using a multisectoral and multidisciplinary approach.
2 The Committee of the Parties shall also facilitate the collection, analysis and exchange of information, experience and good practice between States to improve their capacity to prevent and combat trafficking in cultural property. The Committee may avail itself of the expertise of other relevant Council of Europe committees and bodies.

3 Furthermore, the Committee of the Parties shall, where appropriate:

   a) facilitate the effective use and implementation of this Convention, including the identification of any problems that may arise and the effects of any declaration or reservation made under this Convention;

   b) express an opinion on any question concerning the application of this Convention and facilitate the exchange of information on significant legal, policy or technological developments;

   c) make specific recommendations to Parties concerning the implementation of this Convention.

4 The European Committee on Crime Problems (CDPC) and the Steering Committee for Culture, Heritage and Landscape (CDCPP) shall be kept periodically informed regarding the activities mentioned in paragraphs 1, 2 and 3 of this article.

Chapter VI – Relationship with other international instruments

Article 27 – Relationship with other international instruments

1 This Convention shall not affect the rights and obligations arising from the provisions of other international instruments to which Parties to the present Convention are Parties or shall become Parties and which contain provisions on matters governed by this Convention.

2 The Parties to the Convention may conclude bilateral or multilateral agreements with one another on the matters dealt with in this Convention, for purposes of supplementing or strengthening its provisions or facilitating the application of the principles embodied in it.
Chapter VII – Amendments to the Convention

Article 28 – Amendments to the Convention

1 Any proposal for an amendment to this Convention presented by a Party shall be communicated to the Secretary General of the Council of Europe and forwarded by him or her to the member States of the Council of Europe, the non-member States which have participated in its elaboration and any State having been invited to sign this Convention.

2 Any amendment proposed by a Party shall be communicated to the European Committee on Crime Problems (CDPC), the Steering Committee for Culture, Heritage and Landscape (CDCPP) and other relevant Council of Europe intergovernmental or scientific committees, which shall submit to the Committee of the Parties their opinions on that proposed amendment.

3 The Committee of Ministers of the Council of Europe shall consider the proposed amendment and the opinion submitted by the Committee of Parties and, after having consulted the Parties to this Convention that are not members of the Council of Europe, may adopt the amendment by the majority provided for in Article 20.d of the Statute of the Council of Europe.

4 The text of any amendment adopted by the Committee of Ministers in accordance with paragraph 3 of this article shall be forwarded to the Parties for acceptance.

5 Any amendment adopted in accordance with paragraph 3 of this article shall enter into force on the first day of the month following the expiration of a period of one month after the date on which all Parties have informed the Secretary General that they have accepted it.

Chapter VIII – Final clauses

Article 29 – Signature and entry into force

1 This Convention shall be open for signature by the member States of the Council of Europe, the non-member States which have participated in its elaboration.

2 This Convention is subject to ratification, acceptance or approval. Instruments of ratification, acceptance or approval shall be deposited with the Secretary General of the Council of Europe.

3 This Convention shall enter into force on the first day of the month following the expiration of a period of three months after the date on which [five] Signatories, including at least [three] member States of the Council of Europe, have expressed their consent to be bound by the Convention in accordance with the provisions of the preceding paragraph.
In respect of any Signatory which subsequently expresses its consent to be bound by it, the Convention shall enter into force on the first day of the month following the expiration of a period of three months after the date of the deposit of its instrument of ratification, acceptance or approval.

Article 30 – Accession to the Convention

1. After the entry into force of this Convention, the Committee of Ministers of the Council of Europe may, after consulting the Contracting States to this Convention and obtaining their unanimous consent, invite any non-member State of the Council of Europe which has not participated in the elaboration of the Convention to accede to this Convention by a decision taken by the majority provided for in Article 20 d. of the Statute of the Council of Europe, and by unanimous vote of the representatives of the Contracting States entitled to sit on the Committee of Ministers.

2. In respect of any acceding State, the Convention shall enter into force on the first day of the month following the expiration of a period of three months after the date of deposit of the instrument of accession with the Secretary General of the Council of Europe.

Article 31 – Territorial application

1. Any State may, at the time of signature or when depositing its instrument of ratification, acceptance, approval or accession, specify the territory or territories to which this Convention shall apply.

2. Any State may, at any later date, by a declaration addressed to the Secretary General of the Council of Europe, extend the application of this Convention to any other territory specified in the declaration and for whose international relations it is responsible or on whose behalf it is authorised to give undertakings. In respect of such territory, the Convention shall enter into force on the first day of the month following the expiration of a period of three months after the date of receipt of such declaration by the Secretary General.

3. Any declaration made under the two preceding paragraphs may, in respect of any territory specified in any such declaration, be withdrawn by a notification addressed to the Secretary General of the Council of Europe. The withdrawal shall become effective on the first day of the month following the expiration of a period of three months after the date of receipt of such notification by the Secretary General.
Article 32 – Reservations

Option 1

No reservation may be made in respect of the provisions of this Convention.

Option 2

1 Any State may, at the time of signature or when depositing its instrument of ratification, acceptance, approval or accession, declares that it avails itself of one or more of the reservations provided for in Articles ….

No other reservation may be made in respect of any provision of this Convention.

2 Each Party which has made a reservation may, at any time, withdraw it entirely or partially by a notification addressed to the Secretary General of the Council of Europe. The withdrawal shall take effect from the date of the receipt of such notification by the Secretary General.

[3 A Party which has made a reservation in respect of a provision of this Convention may not claim the application of that provision by any other Party; it may, however, if the reservation is partial or conditional, claim the application of that provision in so far as it has itself accepted it.]

Article 33 – Denunciation

1 Any Party may, at any time, denounce this Convention by means of a notification addressed to the Secretary General of the Council of Europe.

2 Such denunciation shall become effective on the first day of the month following the expiration of a period of [three, six, twelve, …] months after the date of receipt of the notification by the Secretary General.

Article 34 – Notifications

The Secretary General of the Council of Europe shall notify the member States of the Council, the non-member States which have participated in its elaboration, any Signatory, any Contracting State and any other State which has been invited to accede to this Convention of:

a any signature;

b the deposit of any instrument of ratification, acceptance, approval or accession;

c any date of entry into force of this Convention in accordance with Articles …;
d any amendment adopted in accordance with Article ... and the date on which such an amendment enters into force;

e any reservation and withdrawal of reservation made in pursuance of Article ...;

f any denunciation made in pursuance of Article ...;

g any other act, declaration, notification or communication relating to this Convention.

In witness whereof the undersigned, being duly authorised thereto, have signed this Convention.

Done at xxx, this xxx day of xxx, in English and in French, both texts being equally authentic, in a single copy which shall be deposited in the archives of the Council of Europe. The Secretary General of the Council of Europe shall transmit certified copies to each member State of the Council of Europe, to the non-member States which have participated in the elaboration of this Convention, and to any State invited to accede to this Convention.