Basel Art Trade Guidelines
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Basel Institute on Governance
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1. Introduction

At first glance the global art trade, with an annual turnover of 30 to 40 billion Euros, seems comparable to other sectors of the global economy. Most of its typical activities, such as buying, selling and placing objects of art, are generally regulated by national commercial, civil and criminal legislation, applied and interpreted by local courts.

On closer inspection, however, certain characteristics emerge that are peculiar to the art trade. They are also crucial for the adequate understanding and appreciation of this sector’s increased susceptibility to illegal activity.

- The art trade is an extremely diverse market area bringing together a wide range of highly diverse players. One half of the trade is dominated by a few auction houses, while the other half is an open playing field for a myriad of art-dealers. These in turn are organised in a variety of trade associations and subscribe to a great range of different ethical standards.

- The art trade largely operates independently of the financial markets and the fluctuations of share prices, yet displays comparable characteristics by exposing its trade objects to often dramatic and sometimes inexplicable changes in value.

- Akin to the real estate sector, the art trade has the reputation of a ‘refuge de valeur’, which means that the more tightly the international financial sector is regulated and controlled, the more copiously funds flow into the art world.

- In comparison with other trade sectors, the art market faces a higher risk of exposure to dubious trade practices. This is due to the volume of illegal or legally questionable transactions, which is noticeably higher in this sector than in other globally active markets. Far more serious than shady dealings in a legal grey area, the sector’s shadow economy encompasses issues ranging from looted art, professional counterfeiting and fake certificates to the use of art sales for the purpose of money laundering.

However, the main difference between the art trade and neighbouring markets is found in the necessity to subject almost every transaction to two questions. Firstly: ‘Is the ownership of an art object up for sale traceable (provenance of the object)?’; secondly: ‘Are the buyers and their sources of funds identifiable (provenance of the funds)?’ While the latter question has in the last few years increasingly been dealt with by the enactment of anti-money laundering legislation in a growing number of countries, the former still puts professional art dealers in a tight spot due to the conflicting priorities of transparency and discretion. If a dealer cannot prove the authenticity of an object beyond any doubt he should either retire from the transaction or disclose the identity of the vendor. However, the vendor may have very good and legitimate reasons why he/she does not want his/her identity as owner or heir of a given art collection to be known to the general public.

Some auction houses have addressed the looming reputational risks associated with this dilemma by subjecting themselves to a variety of workable in-house rules and guidelines. However, as a result of this unilateral approach, a transaction refused on such grounds by one house may well be picked up later by a competitor who feels committed to different business standards. In particular, it is the formulation of non-disclosure agreements (and their legal exceptions) between agent and vendor that is a notorious bone of contention for lawyers and art dealers alike.

In this context, the need for collective action in the art market has repeatedly been emphasized at various art trade conferences. A so-called ‘self-regulation initiative’ has the advantage of pre-empting and potentially influencing formal regulation that is increasingly likely to be introduced in view of the general tightening of regulatory frameworks in related matters.

However, a breakthrough beyond joint statements of intent has not been achieved so far, let alone the formulation of universally agreed upon guidelines such as those proposed in this working paper. Productive initial discussions with some key representatives of the art trade have taken place with
the assistance of the Basel Institute on Governance. They have revealed that there is still a gap to bridge between stakeholders’ deeper insights and their actual commitment to addressing the problem. There seems to be a tendency to discredit the pressure towards better regulation of the arts sector as mere media hype. This is, of course, a fallacy. One that the industry itself will hopefully be able to address from within, before national legislators step in; or before the whole sector slides into dubious market behaviour whilst dealing with questionable objects and thus loses its reputation as a respectable business sector.
2. Existing Guidelines and Regulations

After the ‘Hague Conventions’ of 1907 und 1954 ousted the looting and destruction of cultural properties in armed conflicts, the UNESCO Convention of 1970 regulated their illicit import, export or transfer of ownership at an intergovernmental level.

1993 European Commission Directive 93/7 on the return of cultural objects

1995 UNIDROIT Convention on stolen or illegally exported cultural objects

Internationally binding agreements have been slow to translate into national law. Consequently, the variety of non-binding guidelines is so great that only a selection can be presented below:

1986 Code of Ethics for Museums (ICOM), revised in 2004

1998 Washington Principles on Nazi-looted Art, followed by the Terezin Declaration in 2009

1999 UNESCO International Code of Ethics for Dealers in Cultural Property

2007 Recommendations on the trade of cultural objects on the internet by INTERPOL, UNESCO und ICOM

There are, furthermore, the ethics rules established by a variety of international trade associations such as:


International Association of Dealers in Ancient Art (IADAA): Code of Ethics and Practice

Museums Association (MA): Code of Ethics for Museums: Ethical principles for all who work or govern museums in the UK (2002)


Ethical rules have furthermore been established by national arts dealers’ and museums’ trade associations such as:


German Museum Association: Code of Ethics


Swiss Association of Dealers in Arts and Antiques (SADDA): Code of Ethics

At a national level, most countries nowadays have their own legislation governing the illegal export of cultural goods.
These guidelines, the ‘Basel Art Trade Guidelines’ have been devised by the Basel Institute on Governance on the basis and as a result of what has been discussed among the key market players who participated at the Art Trade meetings held in Basel and New York in 2010. The guidelines that were issued in 2012 were meant as a first draft and a proposal to be discussed further and open to modification that the participants might have deemed necessary or more appropriate. The guidelines have been re-issued in 2018 as a final document and this version remains unchanged from the original. The guidelines consider in particular the already existing legal obligations of the art market participants, e.g. with regard to the questions of disclosure regulations and non-disclosure agreements. In art dealing the matter of disclosure and discretion belongs to the most sensitive challenges. The starting point for the creation of guidelines was therefore to be in line with national legal requirements and simultaneously to respect the requirements of a globally functioning art market. Finally the guidelines also offer a proposal on implementation procedures on the basis of experience in other industries. In this sense the guidelines reflect, harmonize and summarize the status quo and hence provide a common platform for self-regulation which the art market participants can develop if necessary.
A. Preamble

The purpose of the Basel Art Trade Guidelines (BAT Guidelines) is to support the art market in its efficient and fair functioning. Art market participants are required to respect applicable laws and to adopt business practices that are not only ethical but also safeguard and promote the reputation and integrity of the art market as a whole.

The following Guidelines are understood to be applicable to all art market participants and aim to provide practical guidance for the sale of art objects.

Finding a definition of ‘the art market’ is difficult because today’s market is wide ranging in scope and covers not only art and antiquities but also a whole array of collectible objects. As a consequence, the various participants in this market are very diverse.

The art market has various very characteristic attributes that make it attractive but also vulnerable. These include its insider aspects and the hierarchy of knowledge and status, as well as the fact that art market participants can assume the multiple roles of auctioneers, dealers and collectors which, in other markets, would involve conflicts of interest. Furthermore, access to readily available information that directly affects market value and pricing patterns (for example the number of pieces available) is both unstructured and opaque. The art trade market is therefore susceptible to illicit practices and money laundering despite the existence of laws, international frameworks and soft law efforts to combat these crimes.

In this context, many international art market stakeholders have developed internal guidelines and compliance programmes to ensure lawful and ethical business practices, in particular to prevent corruption and minimise risks in their business activities. The adherence to such compliance programmes is difficult if competitors do not conduct their business according to the same high standards and instead engage in illicit behaviour.

Collective self regulatory action by market operators, designed to ensure that best practices are observed throughout the market, is the most efficient way to combat unethical business practices and will result in a level playing field and fair competition for all.

On the one hand the BAT guidelines propose due diligence requirements for contractual partners (namely seller and auction house or art dealer and buyer). On the other hand, they offer a guarantee of equal competitive conditions to participating market operators. Observance of the BAT Guidelines will mean that a competitive advantage can no longer be gained by disregarding due diligence obligations. These Guidelines therefore contribute to the creation of fair trade in what is currently a highly irrational and obscure market.

It is in the interests of all art market participants to adopt and implement these guidelines. Precisely because an art market operator may adopt interchangeable roles, proper due diligence conducted as a seller will likely benefit that same operator when acting as a buyer.

These Guidelines do not seek to replace existing initiatives but rely on art market operators’ full compliance with applicable national legislation, international conventions and relevant Codes of Ethics such as the IADAA, ICOM CINOA, CAA-Codes and others. These various instruments are, however, of limited application and effect as their respective scope will cover only certain countries, specific operators and at the same time often lack mechanism of enforcement and sanctioning. The overarching scope of the BAT Guidelines thus complements the existing range of standards and instruments and provides consistency and a level playing field to all participants.
B. Scope of the rules

1. Art market operators
Art market operators include, for example auction houses, galleries, museums, art fairs, experts, insurers, conservators, curators and restorers. Despite being subject to different regulations, they all face similar risks with regard to the provenance of the art object and the source of funds. As art market operators can assume different roles - for example when an art gallery or museum acts as either seller, buyer or intermediary - it is in their own interest to implement similar practices for all market operators. These Guidelines therefore apply to and address all art market stakeholders who are involved in the sale of art objects as professionals.

2. Objects of the market
For the purposes of these Guidelines the art market is understood to be the trade of art objects. What constitutes an art object is explained by the following two definitions of ‘art objects’ and ‘collectable objects’:

2.1. Art objects
According to international law art objects are those which, on religious or secular grounds, are of importance for archaeology, prehistory, history, literature, art or science.

2.2. Collectable objects
In addition to and going beyond this definition the BAT Guidelines also cover collectable objects, which are all objects handled by art market operators, or which, due to their unique selling and pricing pattern/condition, are usually dealt with by the same market participants.

C. Standards for art market operators

3. The identification of seller and buyer

3.1. Principle
Identifying the seller reduces the risks resulting from any ambiguity regarding provenance, illicit trade and forbidden exportation. Identifying the buyer reduces the risks of money laundering and illicit enrichment and serves to preserve the records on provenance of the art object. The art market operator therefore has to ensure full identification and documentation of the seller and the buyer (‘know your customers’ rule).

3.2. Balancing Interests
Some sellers and buyers may have reasonable grounds to prefer to remain anonymous to third parties (discretion) while the need to ensure clarity on the provenance of art objects and funds has to be adequately addressed (disclosure). In practice, this means that if the art market operator knows, or has reasonable suspicion to believe that the other party to a transaction is, in fact, acting on behalf of someone else (e.g. another buyer or seller), the art market operator must establish the identity of the true beneficial owner and the capacity in which the counterparty is representing this beneficiary. This identification of the beneficial owner should take place even if the identity is to ultimately remain unknown to third parties. It is essential to combine due diligence with a balanced disclosure and discretion approach at different levels as follows:

3.2.1. Disclosure
The identity of the seller and the buyer must be known to each other, and to all intermediaries involved, including to third parties with a legitimate legal interest. Such a legitimate legal interest exists if a third party has a commercially justifiable or reasonable entitlement to the defined value of the object or to the object itself. Where such disclosure is granted, the third party may
Due diligence before sale
4.1. Due diligence
Due diligence before sale is crucial to establishing transparency on provenance, including rights of disposal, third party rights, authenticity and, finally, the price of the art object. The identification of the art object is verified through due diligence and determines the commitments the seller has to the buyer, and the responsibilities of the art market operator in concluding the operation. In general, an art market operator’s best efforts should be at least equal to the due diligence endeavours he would undertake when acting for his own account and responsibility (diligentia quam in suis).

4.2. Best efforts due diligence
4.2.1. Principle
An undisputed and uninterrupted provenance history and proven authenticity of the art object is the aim in all transactions. In adopting and implementing these standards, art market operators commit to undertaking best efforts in conducting due diligence when preparing for selling, as described in the following:

4.2.2. Research and evidence
The market players will invest sufficient time to research reasonable provenance and authenticity before finalising selling procedures. The art market operator acting on behalf of the seller is obliged to undertake provenance and authenticity research, making such efforts as are commercially reasonable and providing information on the art object as well as its former owners. He is therefore obliged to use all sources of information which are, or can be, made available using justifiable and reasonable efforts. In particular, this includes:

- obtaining the provenance history of the object;
- requesting identification information from the seller,
• establishing credibility and plausibility references relating to the seller,

• referring to publicly available databases and listings relating to the parties to the transaction and the art object respectively;

• obtaining any relevant and available legal documents, witness declarations, expert opinions as the case may be, and

• checking the restoration history as appropriate and presenting circumstantial evidence when no direct documentation is available.

The market operator’s obligations to obtain the evidence described above should be in proportion to the market value or the cultural/historical/religious importance of the object in question.

4.2.3. Conflict of interest

An expert’s opinion is invalid if the professional independence of the expert is in doubt. This is the case if the terms dictating his financial remuneration prevent the expert from fully disclosing relevant information (for example because of a success fee). At the request of the art market operator, the art expert will disclose his commercial or financial relationship with the seller, the buyer, the art dealer or the auction house.

4.3. Incomplete Provenance

Being in possession of an art object does not in itself provide sufficient evidence of ownership and the rights of disposal. In the absence of valid objections it is, however, reasonable to suppose that the possessor enjoys full ownership of the art object. In these and other cases where full evidence on the provenance of the art object could not be procured, but sufficient indications of legitimacy are available, the art object can still be sold, but only with full disclosure of the seller’s identity and the respective findings.

4.4. Enhanced due diligence

The art market operator must initiate enhanced due diligence if the seller requests non-disclosure of his identity to third parties or if the provenance or the authenticity of the art object itself raises serious doubts. Enhanced due diligence involves, at least, the following efforts: Obtaining additional independent expertise, consulting expert committees and gathering second/further opinions, checking of additional databases, registers and listings, professional background check on the seller, research on previous art trade activities involving the seller (possibly facilitated by the other participants in this initiative), and information requests to relevant law enforcement authorities. The claim that the above procedure would incur unreasonable expenses has no legal basis under these circumstances.

4.4.1. The cost of enhanced due diligence

Art market operators will inform the seller in advance that enhanced due diligence will take place as a result of the request for information to remain undisclosed, and will inform the seller of the procedure as well as the expenses incurred. The costs of increased due diligence will be borne by the seller.

4.4.2. Residual doubts

4.4.2.1. Unclear provenance

Should the enhanced due diligence procedure yield insufficient or inconsistent information (non liquet), the art market operator should propose to the seller full disclosure of these findings to the buyer and to provide a purchase back guarantee or its equivalent, to address the possible consequences of the unclear provenance. Should the seller refuse such disclosure and guarantee, the market operator will abstain from providing his services.
4.4.2.2. Doubtful provenance
Should the enhanced due diligence or similar third party information lead to serious doubts or well founded suspicion that the art object was stolen, illegally imported or otherwise illicitly obtained, the art market operator must inform the appropriate local authorities. In such a case, the object in question has to be held in trust/custody by the art market operator until the respective law enforcement agency gives further instructions. The sellers of such ‘objects of doubtful provenance’ have to be informed by the operator regarding the potential opening of procedures and the operator’s cooperation with the respective authorities.

5. Source of funds
5.1. Principle
The art market operator will endeavour to deal only with buyers whose source of funds can be established to be legitimate. To meet this obligation, the art market operator should undertake adequate and reasonable measures to establish the origins of the funds involved in the transaction. Such efforts could include obtaining an appropriate certification from a reputable financial institution regulated for anti-money laundering purposes in the country where the art market operator is located.

5.2. Cash payments
In general, transfers in cash are to be discouraged altogether. Where they take place and if they exceed EUR 15 000 (or the equivalent in any other currency), the art market operator should conduct enhanced due diligence on the buyer.

5.3. Beneficial owner of the Funds
If the buyer is a domiciliary company, or acting as an intermediary or otherwise on behalf of a third party, the art market operator must establish the identification of the ultimate beneficial owner of the funds.

Where the source of funds gives rise to grounded suspicions of money laundering and in the absence of a plausible explanation, the art market operator must report those suspicions to the appropriate authorities. The art object may then be subject to legal orders, as required by local laws and regulations, and the transaction may be blocked.

The art market operator must establish record retention requirements for all documents relating to transactions involving art objects. The documents must be retained for a minimum of five years.

6. After-sale responsibility
6.1. Principle
The after-sale responsibility of the art market operator is directly proportional to the level of disclosure and due diligence exercised in the operation. The greater the level of disclosure and due diligence by the art market operator the lesser the responsibility after sale.

6.2.1. Limited responsibility
If the identity of the seller and the buyer is disclosed (see 3 above), and due diligence duties have been properly observed (see 4 above), the art market operator will only be liable for those deeds that he is usually responsible for in the conduct of his own dealings (diligentia quam in suis; see 4.1.).

6.2.2. Strict responsibility
If the seller’s identity is not disclosed, or the market operator otherwise breaches his due diligence obligations, he will be liable to the buyer also in cases of unclear provenance or unresolved questions regarding the genuineness of the art object, provided the buyer acquired the object of art according to applicable laws and free of any legal impediments.

7. Conflict management
As disputes about art objects typically involve weighty economic interests, or arise through political, historical or cultural conflict, a non-judicial settlement of such cases is usually more appropriate and successful.
Besides seeking remedies from conventional courts, the BAT Guidelines recommend taking recourse to out-of-court settlements, which include various Alternative Dispute Resolution (ADR) proceedings, such as:

- Arbitration
- Mediation
- Recourse to a Dispute Board (within ADR Proceedings)
- Adjudication

All signatory art market operators will receive a list of available ADR proceedings in conflict resolution. Umbrella cooperation agreements will be signed between the competent international and national institutions and the Advisory Board or the respective art dealers association, thus allowing the signatory art market operators to rely on and refer to a pool of experts when considering ADR proceedings.

The signatory art dealers’ associations in cooperation with the Advisory Board will provide ad hoc guidance for the selection and application of appropriate ADR proceedings and will give general advice on conflict management.

D. Implementation

The proposed measures try to convert these Guidelines into a living document. The foreseen steps therefore have to be discussed, if necessary amended and agreed upon by the signatory parties.

8. Information and documentation

8.1. Information

In order to facilitate the implementation of the standards set out in these Guidelines, art market operators make a commitment that they will:

- Publicly subscribe to the BAT Guidelines, either directly or through their respective art dealers association, and will report back on the measures undertaken to implement them.

All signatory parties will:

- Publicly acknowledge their compliance with the BAT Guidelines, define internal measures to implement them or amend existing policies and procedures as may be necessary; retain all documentation that may be relevant to establishing the provenance of art objects in the future or to funds involved in transactions that have been either conducted or refused, for a minimum of five years starting from the date of receipt of such documentation.

8.2. Databases

The art market operators will establish two databases, namely: A database of art objects whose provenance could not be fully established; and a database of art objects whose provenance has been subject to a claim. These databases will be accessible to signatory parties, law enforcement officials and other authorities entitled to request such information.

9. Implementation action

Implementation of the BAT Guidelines involves:

9.1. Training programmes

The art market operators will engage in training
and awareness raising programmes to support the implementation and dissemination of these Guidelines throughout the art market. Training activities may involve peer-to-peer exchanges of information as well as specific training programmes organised for example, by art trade associations and their members/signatories. Awareness raising programmes should include all relevant media, public and private sector firms and take place worldwide.

9.2. Monitoring
9.2.1. Monitoring mechanism
The art market operators of this initiative will establish an independent monitoring mechanism to ensure compliance with the BAT Guidelines. Its main functions will be:

- to take the necessary steps towards the development of an auditing mechanism for art market operators committed to implementing the BAT Guidelines (i.e. through jury activities at international fairs);
- to create certification procedures through international art dealers associations;
- to control the effective use of the BAT Guidelines;
- to receive and address complaints of violations or non-compliance with the BAT Guidelines and impose sanctions for breaches of these Guidelines.

9.2.2. Advisory board
Elections for the eight members of the Advisory Board will be held every five years. The composition of the Advisory Board will be in proportion to the art market operators’ professions and the details to be defined in rules governing these elections. The Advisory Board will be responsible for monitoring compliance with the BAT Guidelines. In carrying out its duties, the Advisory Board is not bound by instructions.

9.2.3. Sanctions
Sanctions may be recommended by the Advisory Board and imposed by signatory art dealers association boards only after a hearing has been held. Sanctions may include a warning, loss of signatory association membership and/or, withdrawal of certification and will be proportionate to the gravity of the breach of the BAT Guidelines or the degree of culpability. A member of the Advisory Board is to be excluded from any decision to determine a sanction if the affected art market operator or a member of the Advisory Board expresses justifiable suspicion of bias or conflict of interest. Such an event generally arises if the Advisory Board member is either personally or economically linked to the affected art market operator or is a direct competitor. The discussion and decision as to whether a member of the Advisory Board will be excluded from proceedings under such circumstances, will take place in the absence of the said member.

The signatory art dealers’ associations, in cooperation with the Advisory Board, will develop harmonised rules on sanction procedures, with the aim of fostering the successful implementation of these Guidelines.

9.3. The Advisory Board may transfer its decisions under this section (9.2) to an independent, non-partisan arbitrator who is bound by the rules of confidentiality.

9.4. Ethics Group
The signatory art dealers’ associations in cooperation with the Advisory Board may establish an Ethics Group that will work to improve the BAT Guidelines, give opinions on cases of conflict at the request of the signatory parties, and represent the signatories on a political level.

10. Secretariat
10.1. Responsibilities
A secretariat will be set up in order to:

- coordinate the implementation and monitoring activities;
• support art market operators in the adaptation of their internal regulations and practices,
• compile a register of the art market operators who effectively implement the BAT Guidelines
• maintain and provide access to the expert pool; and
• provide assistance in the event of conflict and coordinate contacts with mediation and arbitration institutions.

10.2. Location and financing
The secretariat will be located at the Basel Institute on Governance in Basel, Switzerland. The secretariat will be financed by signatories to the BAT Guidelines.

E. Recommendation
The effective implementation of the BAT Guidelines will only be possible if there is considerable improvement in the accessibility to archives and better cooperation with respect to existing registers of lost art works. The signatory parties therefore recommend the concerned bodies to engage in constructive collaboration and to develop rules that facilitate research by third parties. As far as possible all research and access to public archives should be free of charge.
Basel Institute on Governance
The Basel Institute on Governance (www.baselgovernance.org) is an independent not-for-profit competence centre working around the world with the public and private sectors to counter corruption and other financial crimes and to improve the quality of governance. The Institute’s areas of work comprise (i) recovering stolen assets through strategic case advice, technical assistance, and capacity building, and participating in international policy dialogue on standard setting in asset recovery; (ii) public governance, offering technical assistance to governments of developing and transition countries in their efforts to prevent corruption and strengthen the quality of their governance systems; and (iii) corporate governance, compliance, and anti-corruption Collective Action.

Governance of Art Trade
The art trade market is global, highly fragmented and complex, involving a great variety of operators. In light of this complexity, the current level of regulation and existing compliance efforts by individual operators has proven to be insufficient. With some competitors engaged in unethical or illegal behaviour, operating profitably while acting with integrity and ethics is increasingly difficult. As other industry sectors (e.g. the financial sector when faced with the challenge of effectively combating money laundering) have experienced, collective action by key market participants can be a highly effective way to systematically and comprehensively address such business practices and to ensure fair and efficient competition in a global market.

Working papers
In this working paper series the Basel Institute on Governance publishes reports by staff members and invited international experts, covering critical issues of governance theory and practice. For a list of publications, please visit www.baselgovernance.org.