

# Herefordshire Hoard

**Decision maker: Cabinet Member - Commissioning, Procurement and Assets**

**Decision date: 15 March 2022**

**Report by: Museums, Libraries & Archives Manager**

## **Classification**

Open

## **Decision type**

Key

This is a key decision because it is likely to result in the council incurring expenditure which is, or the making of savings which are, significant having regard to the council's budget for the service or function concerned. A threshold of £500,000 is regarded as significant.

This is a key decision because it is likely to be significant having regard to: the strategic nature of the decision; and / or whether the outcome will have an impact, for better or worse, on the amenity of the community or quality of service provided by the authority to a significant number of people living or working in the locality (two or more wards) affected.

Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

## **Wards affected**

(All Wards);

## **Purpose**

To recommend that Herefordshire Council agrees to acquire, care for and display the Herefordshire Hoard for the people of Herefordshire.

By acquiring the Herefordshire Hoard, an important piece of local and national heritage will remain accessible to residents of and visitors to Herefordshire. Herefordshire's tourism offer will be enhanced with this exciting treasure find, with a positive impact on the visitor economy. The Herefordshire Hoard would be a key element of the redeveloped museum which is a core project of the Stronger Towns programme.

## Recommendation

That:

- a. **Herefordshire Council agrees to acquire, care for and display the Herefordshire Hoard for the people of Herefordshire, within a budget of £1,008,890.**
- b. **Authority be delegated to the Corporate Director Community Wellbeing, in consultation with the Section 151 Officer, to take all necessary steps to progress the acquisition including submission of grant applications to appropriate bodies and acceptance of grant funding.**

## Alternative options

1. The alternative option is that Herefordshire Council does not agree to acquire, care for and display the Herefordshire Hoard for the people of Herefordshire. The advantage of this would be no current or future financial cost to the county or Herefordshire Council for the acquisition. The disadvantages would be the loss of an important piece of national and local heritage to the county; missed opportunity of income for Herefordshire Museum Service, Hereford city and the county that would have come from residents and visitors; reputational loss for Herefordshire Council in not acquiring the Hoard, as the organisation could be seen as not valuing important heritage; a missed opportunity to increase and enhance Herefordshire's tourist offer. Not acquiring the Hoard would have a detrimental effect on the proposed redevelopment of Hereford Museum, as it is anticipated to be a key attraction with its own gallery. This option has been rejected as an important piece of national and local heritage would be lost to the county along with its contribution to the local visitor economy and key contribution to the redeveloped museum in Hereford.

## Key considerations

2. In June 2015 metal detectorists found a remarkable hoard of Viking date near Leominster in north Herefordshire. It contained stunning jewellery and rare and highly significant coins of King Ceolwulf II of Mercia and King Alfred of Wessex showing an alliance between the two kingdoms not previously known, so rewriting the history books.
3. The finders did not report it and misled police investigations. They were charged and given prison sentences in 2019, but still have not revealed the location of the missing majority of the hoard. The recovered items were declared treasure.
4. Acquiring the Hoard will save these outstanding objects and coins for the people of Herefordshire, bringing them into the public domain by enabling Hereford Museum to acquire and display them with their remarkable story. If not acquired, the hoard is potentially at risk of being lost to the public, and in particular to the residents of Herefordshire, for example, by ending up in private ownership.
5. The process for deciding the future of treasure finds is administered by the British Museum on behalf of the Department for Digital, Culture, Media & Sport (DCMS). Herefordshire Council's Museum Service is the first institution to be given the opportunity to acquire any treasure. The treasure is valued by the Treasure Valuation Committee (TVC) hosted by the British Museum

and the valuation sent to the finder, landowner and the local museum/appropriate public institution wishing to acquire it. Once the value is finalised, the institution is given 3-4 months to raise the funds. The provisional valuation, received 17 February 2022 is £776,250. The figure will be finalised once all parties accept the decision. Herefordshire Council has until 17 March to indicate how it wishes to proceed.

6. Acquiring the Hoard will ensure that nationally important treasure is held locally. It will have a long lasting positive effect for the Herefordshire Museum Service, with the planned permanent exhibition of the Hoard and its stories. This will continue to inspire and bring visitors to the museum, providing a sense of place, historical knowledge and interest. Long term financial benefits to the museum will come through donations, purchases, ticket sales and volunteering of time. The Hoard will enhance Herefordshire's tourism offer, bringing visitors into Hereford.
7. An on-going programme of activities will ensure continued public engagement with the Hoard and its stories, schools and community loans boxes will be created. Interest will be maintained by media activity and possibly loans to other museums, though the majority of the objects would remain at Hereford Museum.
8. The Herefordshire Hoard is a key element of the longer term project to redevelop Hereford Museum & Gallery as part of the government's Stronger Towns programme, giving it a permanent home and providing the museum with a national attraction.
9. The acquisition of the Hoard will enhance the county's cultural and educational offer to residents and visitors. Acquiring and displaying the Hoard in a specially designed gallery will increase the number of visits to Hereford Museum and Gallery; improve the experience of everyone who visits and extend the profile of the museum. This will be measured by collecting feedback from visitors; numbers participating in public engagement activities; increased income for the museum; monitoring of media coverage and online engagement.
10. A communications strategy has been created for the Herefordshire Hoard project and Herefordshire Council's communications team is represented on the project's steering group. The communications team will collaborate with colleagues at DCMS and the British Museum to coordinate the content and timing of communications. Draft communications have been prepared by the council and will be updated as appropriate.

## **Community impact**

11. The project to acquire the Hoard aligns with Herefordshire Council's outcomes for residents and visitors:
  - Strengthen communities to make sure everyone lives well and safely together by offering volunteering opportunities for the exhibition and roadshow events; by taking a touring exhibition and participation programme to people where they live
  - Support an economy which builds on the county's strengths and resources
  - Enhance the tourist experience in Herefordshire by acquiring and creating a permanent display for the Hoard
  - Enhance the cultural and educational offer to residents and visitors with a long term programme of supporting public engagement activity

- Support the development and enhancement of Hereford Museum & Art Gallery and reinforce the business case for the museum redevelopment as part of the Stronger Towns project. The Hoard forms a key element of this project
  - Support the custodianship of important local heritage by acquiring the Hoard for the people of Herefordshire
  - Support the local economy with income generating opportunities, such as donations, ticket sales, merchandise and engagement activities
  - Extend people's understanding of their locality by telling the Hoard story in a specially developed gallery and via community and school resources for loan
  - Extend people's understanding locally, nationally and internationally of the importance of the Hoard in understanding how the English nation developed by creating digital resources and displays that can be shared world wide
12. Public access is a key driver for the acquisition project, to ensure local, regional and wider access to this national treasure. A programme of public engagement will provide the widest possible access through roadshows, events, displays, and community involvement. These will visit Herefordshire's rural community hubs and market town venues. The actual Herefordshire Hoard objects will be displayed in Hereford with interpretation and engagement activities. Digital engagement will reach an even broader audience. There is a strong focus on taking the Hoard story to people where they live to maximise engagement and enjoyment.
13. Anglo Saxon and Viking history are in the National Curriculum at Key stage 2 and there is wide interest in the period by all ages. The project will develop school and community resources about the hoard, Saxons and Vikings, which will be used well into the future.
14. The project is focussed on access and inclusivity. Consultation is taking place with local organisations including the Point of View youth project, PowerHouse, Marches Family Network, schools and Talk Communities in order to develop displays and activities that are exciting, relevant and accessible to everyone.
15. Herefordshire Museum Service Support Group (HMSSG) is a key partner in acquiring the Hoard. They are volunteer run charity which supports and promotes the work of the museum. The group will receive donations on behalf of the museum in order to maximise Gift Aid contributions.
16. Volunteering opportunities have been created to support the display of the Hoard and the roadshow events across the county. One role has a particular emphasis on developing skills for the workplace.

## **Environmental Impact**

17. The development of this project has sought to minimise any adverse environmental impact and will actively seek opportunities to improve and enhance environmental performance.
18. Locating Hoard roadshows in places where people live will reduce vehicle emissions and carbon footprints. The number of additional journeys to the centre of Hereford will also be reduced.

19. A digital version of the exhibition will allow people to see Hoard objects remotely which increases access and reduces travel.
20. Consultation with local printers has confirmed that pop up banners and information panels used in exhibitions will use PVC and film that is recyclable. The pop up banners and exhibition panels will continue to be used after the fundraising campaign ends, as part of the museum redevelopment project and be available for groups and organisations to borrow. Paper used for printing will be from sustainable sources and the need for some printed promotional material will be offset by using digital promotion and marketing.
21. Touring and event locations will be encouraged to use reusable resources for serving refreshments and this is already in place at the Museum Resource & Learning Centre where the temporary exhibition of some Hoard items will be located.
22. The Hoard will be a central attraction for the redeveloped museum (part of the Stronger Towns programme). The redevelopment of the building will apply Enerphit principles to the design which will minimise the building's carbon footprint.

## **Equality duty**

23. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to –

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
24. During the acquisition fundraising period some of the Herefordshire Hoard will be displayed at the Museum Resource & Learning Centre which is an accessible building. In the long term the Hoard will have its own gallery in the proposed redeveloped museum which will be accessible. Consultation is taking place with local groups to ensure that public engagement activity is accessible and inclusive, e.g. consulting with local dementia charity and an organisation that works with families of children and young people with disabilities. A digital offer will extend accessibility in terms of reaching people and providing information in appropriate formats.

## **Resource implications**

25. The total estimated costs are currently £1,008,890. This is subject to the final valuation of the Hoard.
26. The acquisition of the Hoard, provisional value £776,250.

27. Fundraising and public engagement costs £67,640. A wide-reaching public engagement project will be delivered in community venues in Herefordshire’s rural areas and market towns, ensuring access for all. This project will encourage public donations towards the acquisition of the hoard, its care, display and interpretation. It will provide school and community resources, temporary displays and interactives, and initiate public participation in the future exhibition of the hoard.

28. Future permanent display estimated at around £165,000. The creation of a Herefordshire Hoard gallery in the anticipated redeveloped Hereford Museum and Gallery, in planning 2022-2024 with opening in February 2025. Cost to include internal displays, digital and visual aids, and detailed research.

29. The costs of long-term secure care, display and interpretation of the hoard will be met by Hereford Museum from existing budgets.

### Sources of funding

30. £33,000 commitment from Herefordshire Council. This includes a commitment of £32,000 from reserves for the fundraiser post, administration, general costs and £1,000 for public engagement activities from the Museums, Libraries & Archives project commissioning budget for engagement activity.

31. £699,250 from the National Heritage Memorial Fund towards the ex-gratia payment for the hoard. This amount may change, depending on the final valuation of the Hoard and subject to approval.

32. £34,640 application to National Lottery Heritage Fund for a public engagement project, including creating interactive resources. Application submitted on 28 Dec 2021, a decision is expected end February 2022.

33. £77,000 target to be raise from public donations, small grants, trusts, group/society donations, sponsorship, corporate/commercial gifts, talks & events, popular book sales. A commissioned fundraiser is creating and will deliver a fundraising strategy for the acquisition.

34. £165,000 to create a permanent Herefordshire Hoard display and interpretation, in the redeveloped Hereford Museum in 2023-24. The Hoard is a key part of the Museum redevelopment which is being partially funded through the Stronger Towns Funding commitment of £5m towards a total £15m project.

Revenue or Capital cost of project (indicate R or C)	2021/22	2022/23 £	Future Years £	Total £
Hoard value		776,250		776,250
Public engagement and fundraising campaign costs		67,640		67,640
Permanent display and interpretation			165,000	165,000
<b>TOTAL</b>		<b>843,890</b>	<b>165,000</b>	<b>1,008,890</b>

Funding streams (indicate whether base budget / external / grant / capital borrowing)	2021/22 £	2022/23 £	Future Years £	Total £
National Heritage Lottery Fund <b>TBC</b>		34,640		34,640
National Heritage Memorial Fund <b>TBC</b>		699,250		699,250
Stronger Towns Fund <b>TBC</b>			165,000	165,000
Public Donations <b>TBC</b>		77,000		77,000
Museums, Libraries & Archives project commissioning budget (events & promotions)	500	500		1000
Museums, Libraries & Archives reserves	8,000	24,000		32,000
<b>TOTAL</b>	<b>8,500</b>	<b>835,390</b>	<b>165,000</b>	<b>1,008,890</b>

Revenue budget implications	2021/22	2022/23	Future Years	Total
The Hoard will be displayed in the museum as part of existing budget, no additional costs.				
<b>TOTAL</b>				

## Legal implications

35. Under Public Libraries and Museums Act 1964 Section 12 (1) (“ the 1964 Act”) the Local Authority may provide and maintain museums with its area and may do all things as may be necessary or expedient for or in connection with the provision or maintenance.
36. The Treasure Act 1996, provides a mechanism for the protection of antiquities found on land in England. Under Section 11 of the 1996 Act, the Secretary of State must prepare a code of practice relating to treasure and the code of practice must set out principles and practice in connection with museums and others who exercise functions in relation to treasure.
37. Under the Treasure Act 1996 Code of Practice, Section H which relates to the acquisition of treasure states that “the current practice is that objects that are declared treasure are offered in the first instance by the Secretary of State to the national museum and that if the national museum does not wish to acquire the objects it offers them to other museums who may acquire the treasure”.

## Risk management

Risk	Mitigation
Herefordshire Council declines the recommendation to acquire the Hoard. The Hoard is not acquired for the people of Herefordshire and is potentially lost to the nation.	Verbal support was gained from cabinet members in December 2019; verbal support has been received by the Cabinet Member for Commissioning, Procurement and Assets.

<p>The museum and city loses the opportunity for an income generating attraction and increased profile; residents of Herefordshire lose the opportunity to engage with an important piece of local and national heritage; the reputation of the council is damaged as the organisation is viewed as not valuing important local and national heritage.</p>	<p>Herefordshire Council's Management Board agreed to Herefordshire Museum Service's commissioning of a fundraiser (September 2021) and to the submission of two grant applications for funding to acquire the Hoard and to display the Hoard during a public fundraising campaign.</p>
<p>The key risk of undertaking the project to acquire the Hoard is not being able to raise the funding in the period set by the Department for Digital, Culture, Media and Sport. The Hoard will not be acquired and is potentially lost to the nation.</p>	<p>An experienced fundraiser has been commissioned to create and deliver a fundraising strategy for the acquisition of the Herefordshire Hoard.</p> <p>An expression of interest has been submitted to the National Heritage Memorial Fund for a significant proportion of the acquisition amount. If this proceeds to full application, a successful grant award would be confirmed within the fundraising timeframe. If an application was to be unsuccessful, the current proposed fundraising campaign would be extended; an extension of the fundraising time limit would be sought from the Department for Digital, Culture, Media &amp; Sport; opportunities to apply for funds from other larger trusts and foundations would be revisited and the current proposed fundraising activities would be broadened beyond Herefordshire.</p> <p>An application has been made to the National Lottery Heritage Fund to fund a temporary exhibition of some of the Hoard items and a touring exhibition around the county to tell the Hoard story. These two exhibitions will form the cornerstone of the public fundraising campaign. A decision is due in February 2022. If the application is unsuccessful, following consultation with and feedback from the Lottery, we will redraft and resubmit our application to them. This will be done within the timeframe of the fundraising period.</p> <p>There will be a public fundraising campaign to engage local people and visitors with the Hoard.</p> <p>As part of the council's capital planning process for 2022/23 it has indicated that a sum of £1.5m is included in the capital budget. This process allows the council to determine its capital resource allocation across all areas in the forthcoming financial year. Should the council be required to look to access this fund to help</p>



	ensure the acquisition has the best chance of success, a further decision process will be required to confirm spend based on value for money principles.
--	--

Risks will be managed at corporate level with regular reporting to Management Board as required.

## Consultees

38. There has been no formal public consultation. However, consultation has taken place where and when possible in the period 2019 – 2022 as set out below.

Stakeholder	Engagement/Consultation
<u>Strategic Organisations</u> Herefordshire Council – cabinet, members and staff	Presentation about the Hoard to cabinet members in December 2019. Regular cabinet briefings with the Cabinet Member for Commissioning, Procurement & Assets, 2020/22. Briefing papers to Community Wellbeing Directorate and Management Team 2021/22; Management Board. Permission to seeking external funding approved by Management Board 2021/2. Approval to commission a fundraiser given by Management Board 2021. Museum team briefings.
<u>Herefordshire Council Members</u>	A political consultation paper went to all members as part of the key decision process. Responses have been received from a number of members. The responses have been positive and indicate support for acquiring the Hoard.
Herefordshire Museum Service Support Group (HMSSG)	A partnership has been formed with the volunteer run charity who will collect donations on behalf of the campaign.
British Museum	The Hoard is currently being stored at the British Museum while valuation takes place. The museum is advising Herefordshire Council on the valuation process and the provenance of the treasure.
Portable Antiquities Scheme (PAS)	This is the scheme, administered by the British Museum, which records archaeological finds made by the public. The Hoard is one of these finds and its discovery has been handled by the scheme.
Birmingham Museums Trust (manages PAS locally)	Herefordshire & Shropshire has its own PAS finds officer who is a consultant member of the Herefordshire Hoard project board.
Local MPs	The two local MPs will be approached for their support for the fundraising campaign.
Herefordshire Lieutenancy	The Lord Lieutenant has been briefed about the project.
<u>Public</u>	
Local residents	A community engagement project has been devised and an application made to the National Lottery Heritage Fund for funding. Some engagement has already taken place via a series of pre-pandemic talks in local communities. Local organisations have been consulted about the exhibitions and public engagement to ensure that activities are accessible and inclusive. The touring Hoard exhibition will visit 20 community locations across the county during the fundraising period and groups are being contacted to encourage their involvement.

	The community engagement programme includes volunteering opportunities. Local volunteering organisations will be consulted about marketing the opportunities. Community engagement took place pre-pandemic with a programme of public talks.
Visitors	The fundraising campaign will be supported by a media campaign to engage visitors. The digital offer will engage people locally, nationally and internationally.
Eye Parish Council	The Herefordshire Hoard was found on land in Eye parish. The parish council will be consulted about plans to exhibit the Hoard and the touring exhibition. There was some engagement pre-pandemic via a public presentation and talk.
<b>Funders</b>	
National Heritage Memorial Fund	The fund was consulted in 2021 about the possibility of making an expression of interest for funding towards the acquisition costs of the Hoard. An expression of interest was submitted in February 2022. Consultation about timescales and a full application is ongoing.
National Heritage Lottery Fund	Consultation with the fund and the submission of an application to fund the community engagement project took place in December 2021. The funding decision is expected in March 2022.
<b>Education &amp; Learning</b>	
Schools & colleges	Anglo-Saxons and Vikings are a topic on the Key Stage 2 National Curriculum. Primary schools will be consulted about the content of education resources that are devised for this project. Some secondary school consultation has taken place around engagement activities, visiting the Hoard and developing resources for secondary schools. The colleges and university all have regular, ongoing engagement with the museum service and opportunities for students to engage with the Hoard are being explored.
Communities	Loan resources for communities will be created in collaboration with groups. Some groups have already been consulted about the public engagement programme.
<b>Tourism &amp; Local Economy</b>	
Hereford BID	The museum has a track record of collaborating with local business via Hereford BID to deliver activities linked to museum exhibitions and initiatives e.g. 2019 Lego exhibition. The same format will be applied to this project.
Stronger Towns board	The board receives updates about the Hoard as part of the museum redevelopment.
Visit Herefordshire, Hereford Tourism Group and other tourism organisations	Local groups are already engaged with the museum and will be key deliverers of campaign communication and visitor engagement communication via their networks.
<b>Local Heritage &amp; Cultural Organisations</b>	
Herefordshire Cultural Partnership	The partnership has received updates about the Hoard and the proposed museum redevelopment.
Heritage organisations and historical groups: West Midlands	The Woolhope Club has offered funding towards a publication about the Hoard; Leominster Museum has offered display

Museums, Leominster Museum, Woolhope Club, local history groups & local independent museums	space for the touring exhibition; local history groups have hosted talks.
Metal detector and hobbyist groups	Hereford Searchers are supporting the National Lottery Heritage Fund funding application and will be part of project activity.
<b>Media</b>	
National & international publications	Articles about the Hoard have been in publications including the New Yorker magazine.
National and regional news	There has already been coverage of the criminal trial in national newspapers. The ongoing criminal investigation is an element of the Hoard story. The story has also featured in a Radio 4 documentary about treasure.
Local media platforms	The Hoard discovery and criminal trial has been covered by local media.
Herefordshire Council Communications	Media coverage will be a key element of the fundraising campaign. Herefordshire Council's communications team is represented on the project board and a communications strategy has been created.

### Appendices

None.

### Background papers

None.

### Report Reviewers Used for appraising this report:

Please note this section must be completed before the report can be published		
Governance	Sarah Buffrey	Date 04/03/2022
Finance	Kim Wratten	Date 02/03/2022
Legal	Sharon Bennett-Matthews	Date 02/03/2022
Communications	Luenne Featherstone	Date 21/02/2022
Equality Duty	Carol Trachonitis	Date 21/02/2022

Procurement	Lee Robertson	Date 21/02/2022
Risk	Paul Harris	Date 22/02/2022

Approved by	Paul Smith	Date 04/03/2022
-------------	------------	-----------------