

**Bank of England**

# Enforcement Decision Making Committee – Procedures

November 2024



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# 1: Introduction

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1.1 The Enforcement Decision Making Committee (EDMC) is a committee of the Bank of England. The Court of the Bank of England (Court) manages the affairs of the Bank. Court's responsibilities are set out in the Bank of England Act 1998 (the 1998 Act).<sup>1</sup> Court's responsibilities include determining the Bank's objectives and strategy, and ensuring the effective discharge of the Bank's functions and the most efficient use of its resources. Court also keeps under review the Bank's performance in relation to its objectives and the exercise of the Bank's statutory functions. Court delegates to the Governor the day-to-day management of the Bank, including the discharge of statutory functions, while reserving certain key decisions to itself.

1.2 As set out in PS/EDMC2018,<sup>2</sup> the EDMC was established by Court in 2018 to help the Bank discharge its responsibilities and strengthen its enforcement processes by ensuring a functional separation between the Bank's investigation teams and the Bank's decision makers in contested enforcement cases within the following statutory regimes operated by the Bank: (1) Prudential Regulation; (2) Financial Market Infrastructure (FMI); (3) Resolution; (4) Securitisation; (5) Wholesale Cash Distribution and (6) Critical Third Parties.<sup>3</sup> References to the Bank in this document include references to the separate regimes operated by the Bank unless otherwise stated. The EDMC will also act in Scottish and Northern Ireland banknote regime enforcement cases, pursuant to the Scottish and Northern Ireland Banknote Statement of Penalty Policy in effect from time to time and with such remit and scope as may be provided for in that policy.

1.3 The Financial Services and Markets Act 2023 (FSMA 2023) introduced new, and expanded existing, enforcement powers and the remit of the EDMC encompasses decisions in enforcement cases concerning exercise of those powers.

1.4 The EDMC acts for and with the full authority of the Prudential Regulation Committee (PRC) and the Financial Market Infrastructure Committee and also reports to the PRC in matters related to the PRA within its remit.

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1 These 'matters reserved to Court' (12 July 2022) are set out on the Bank's website:

<https://www.bankofengland.co.uk/about/people/court-of-directors/governance-of-the-bank-of-england-including-matters-reserved-to-court>.

2 <https://www.bankofengland.co.uk/paper/2018/enforcement-decision-making-committee-policy-statement>.

3 For the avoidance of doubt, where relevant, these Procedures supersede PS/EDMC2018.

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## 2: Scope

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2.1 The remit of the EDMC in contested cases is defined by means of a schedule of statutory provisions which are included in tables in Chapter 2 of the Bank of England's approach to enforcement: statements of policy and procedure<sup>4</sup> as published on our website. The schedule may be amended from time to time to add or remove provisions in response to changes to the relevant legislation.

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<sup>4</sup> [The Bank's approach to enforcement: statutory statements of policy and procedure | Bank of England](#)

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## 3: Selection, appointment, remuneration, governance and support

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3.1 EDMC members will be appointed for renewable, fixed five-year periods.<sup>5</sup> EDMC members will not serve more than two consecutive appointment terms. EDMC members will not be employees of the Bank. Remuneration will reflect services discharged. Appointments will be made by Court following an open and competitive application process. The EDMC may eventually consist of up to nine members appointed by Court, of which typically three would be legally qualified. Court will also appoint one of the legally qualified members as chair of the committee (the EDMC Chair) and one of the legally qualified members as deputy chair (the EDMC Deputy Chair) for the duration of their term. The Bank will keep the overall size of the EDMC, and the number of legally qualified members within it, under review.

3.2 A member's term may be extended on an exceptional basis when approaching the end of a term but on a panel actively engaged in a matter.<sup>6</sup>

3.3 The EDMC will meet as often as necessary to discharge its functions, which will be determined and kept under review by Court. It may do so, in appropriate cases, in writing or by telephone or email or other electronic means.

3.4 Members of the EDMC will be wholly independent of the current executive. EDMC members shall not sit on any other committee, panel or board of the Bank. Members will be appointed, as office holders, pursuant to a letter of appointment and answerable to Court in respect of their performance.

3.5 The EDMC will submit a statement to Court, at least once a year, with a copy also provided to the PRC, which subject to applicable disclosure restrictions will subsequently be published, to report on at least the following:

- how often the Committee has met and which members have sat in which matters;
- resourcing, recruitment and profile;
- costs incurred;
- number of matters brought to it from the PRA, FMI and Resolution, and in respect of the S&NI banknote regime, respectively;
- number of statutory notices respectively dealt with;
- whether EDMC decisions have been subject to subsequent successful challenge;
- situations where a member was unable to hear a matter because of an actual or perceived conflict;
- any other matters which Court considers relevant to the operation of the committee and of which it informs the EDMC Chair; and

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<sup>5</sup> For the avoidance of doubt, this supersedes what is contained within PS/EDMC2018.

<sup>6</sup> For the avoidance of doubt, this supersedes what is contained within PS/EDMC2018.

- any other matters on which the Committee feels it needs to bring to Court's attention.

The EDMC Chair and any members of the EDMC may be called to Court, individually or collectively, to answer questions on the functioning of the EDMC. The PRC may, with Court's agreement, also request additional information from the EDMC and its members or may request the EDMC or the Chair to review aspects of the PRA enforcement activity.

Only Court may remove individual members of the EDMC prior to the expiry of the fixed term period. Individual members may be removed if Court is satisfied that the member is unable or unfit to discharge their functions as a member.

3.6 A legally qualified member of the EDMC will be selected to lead the panel hearing any particular case (the Panel Lead). To ensure access to relevant legal advice, EDMC panels will be supported by a lawyer of appropriate seniority from within the Bank's Legal Directorate who has not been involved in the matter under consideration and, to the satisfaction of the Panel Lead, is sufficiently independent of the matter under consideration. Where deemed appropriate by the Panel Lead, external legal advisers may also be appointed to support an EDMC panel.

3.7 The Bank will provide administrative support for the EDMC and the EDMC panels, as appropriate. For each contested enforcement case the Bank will appoint a support team on an ad-hoc basis to provide administrative support.

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## 4: Operation of the EDMC

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### EDMC Panels

4.1 Panels of at least three EDMC members will be convened by the EDMC Chair to hear contested enforcement cases. The composition and size of the EDMC panels may vary depending on the nature of the particular matter under consideration. Typically, a panel will consist of three EDMC members. Complex cases may require a larger panel. The EDMC Chair will make an initial assessment of the papers and determine if a larger panel is warranted. The EDMC Chair may nominate any of the legally qualified EDMC members to act as Panel Lead hearing a particular case. If the EDMC Chair is unable to participate due to a conflict, the panel shall be drawn together by the Deputy Chair.

4.2 EDMC members will be subject to a conflicts of interest policy. This policy is intended to ensure that actual and/or potential conflicts of interest between panel members and the matters upon which they are deciding are highlighted and addressed. This conflicts of interest policy will require members to declare actual and/or potential conflicts of interest (such as certain financial and business relationships) to the Bank prior to appointment, to update these declarations at regular intervals thereafter and prior to participating in the panel hearing a specific case. Potential conflicts will be disclosed to the EDMC Chair and the Bank's Conflict Officer who will seek to manage any actual or potential conflicts of interest. The Bank will record and document all disclosures of potential conflicts and the steps taken to manage them.

4.3 EDMC panel members will not receive or have access to any non-public information from the Bank other than strictly in connection with matters being brought before them.

4.4 Any panel constituted under the EDMC will not be permitted to hear a prudential and resolution contested enforcement case concurrently. This is in keeping with the provisions of the on-shored Bank Recovery and Resolution Directive and the Capital Requirements Directive which require operational independence between the Bank's resolution function and its other functions, including in its capacity as the PRA.<sup>7</sup>

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<sup>7</sup> See further the Bank's statement on structural separation between the resolution and supervision functions of the Bank of England (January 2021) – <https://www.bankofengland.co.uk/-/media/boe/files/about/legislation/statement-structural-separation>.

## EDMC Procedure: general

4.5 All panel members are required to act in a suitable manner to determine fairly and expeditiously any matter which it is considering. This shall be overseen by the Panel Lead.

4.6 Each member of an EDMC panel is entitled to vote on the matter under consideration. Each panel member will have one vote and decisions will be made by majority vote. If the votes are evenly split, the Panel Lead hearing a particular case will have the casting vote.

4.7 The Bank will manage and retain appropriate records of the decisions taken by the EDMC in accordance with the Bank's Record Management Policy.<sup>8</sup>

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<sup>8</sup> See Records Classification Scheme – <https://www.bankofengland.co.uk/about/governance-and-funding/staff-codes-and-policies>.



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## 5: EDMC Procedure: warning notices

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5.1 In contested enforcement cases, if the Bank staff consider that action requiring a warning notice is appropriate they will make a recommendation to the EDMC panel that the notice should be given. The EDMC panel:

- will consider independently and afresh whether the material on which the recommendation is based is adequate to support it;
- may seek additional information about, or clarification of, the recommendation, which may necessitate additional work by the relevant Bank staff such as those active on the preceding investigation;
- will decide whether to issue the notice and the terms of any notice given; and
- will endeavour to hear and decide matters fairly and expeditiously.

5.2 If the EDMC panel decides to give a warning notice, the EDMC will determine the wording of the warning notice, and will ensure that the warning notice complies with any relevant statutory provisions. The timing of the warning notice is a matter for the Panel Lead. The EDMC will also make any relevant associated statutory decisions.

5.3 Associated statutory decisions include decisions: (a) to determine or extend the period for making representations to the EDMC in response to the warning notice; (b) to determine whether a copy of the statutory notice should be given to any third party and the period for the third party to make any representations to the EDMC; (c) about granting access to Bank material relevant to the subject matter contained in the notices; and (d) to determine whether details of a statutory notice or related information may be published. The Bank staff may make recommendations to the EDMC Panel about associated statutory decisions.

5.4 If the EDMC panel decides that the Bank should give a warning notice the Bank, through the administrative support it provides to the EDMC, will make appropriate arrangements for the notice to be given; and in accordance with statutory requirements will make appropriate arrangements for the disclosure of the substance of any communications between the EDMC and the Bank staff who made the recommendation on which the EDMC's decision is based as to the substance of the case and in accordance with the statutory requirements.<sup>9</sup> For the avoidance of doubt, such disclosure would not extend to the substance of any communications between the EDMC and its independent legal adviser over which Legal Professional Privilege applies.

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<sup>9</sup> Such disclosure may mean materials which led to the issue of the Warning Notice which may include written presentations to the EDMC, documentation and emails as to the substance of the case.

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5.5 The EDMC will not, after the Bank has given a warning notice and whilst the case is still ongoing, meet with or discuss substance of the case with the Bank staff responsible for the case without other parties to the proceedings being present or otherwise having the opportunity to respond.

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## 6: Procedure: representations

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6.1 The recipient of a warning notice has the right to make representations in relation to the warning notice. In accordance with the statutory requirement to do so, a warning notice will specify the time allowed for making representations. This will not be less than 21 days, except in urgent cases and where permitted by statute,<sup>10</sup> the period may be reduced to 14 days, in any case subject to any extension that may be granted. Representations will usually be in writing, however, it will be open to the recipient of a warning notice to ask the EDMC for permission to make oral representations. It is for the Panel Lead to determine whether to give such permission. The warning notice will specify a time within which the recipient is required to indicate whether they wish to make oral representations.

### Request for an extension of time

6.2 The recipient of a warning notice may request an extension of the time allowed for making written or oral representations. If a request is made, the Panel Lead will decide whether to allow an extension, and, if so, how much additional time is to be allowed for making representations. In reaching a decision as to an extension of time, the Panel Lead will take into account all relevant factors, including the legal and factual complexity of the case, as well as whether there are any factors outside the control of the firm or individual that would materially impact on their ability to respond within the period set out in the warning notice.

### Representations

6.3 If a request for an oral representations meeting is received within the time specified in the notice, a meeting will be arranged at which the relevant EDMC members will hear the representations. Decisions on such requests will be made by the Panel Lead. Any dates will be fixed having regard to all the relevant factors, including the need for the EDMC to deal with matters fairly, efficiently and expeditiously and any particular issues about the timing of the meeting which have been raised by any party to the proceedings.

6.4 It will be usual for the panel that is to consider any representations and is to decide whether to give a decision notice<sup>11</sup> to comprise the same members of the EDMC who previously considered the matter.

6.5 If for any reason, one or more panel members who participated at the warning notice stage, cannot participate at subsequent stages, including consideration of the

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<sup>10</sup> For example, Section 387(2) FSMA.

<sup>11</sup> Please note for the purposes of the EDMC procedure, 'decision notice' also refers to written notice required by section 201(1)(d) Banking Act 2009 following issuance of a warning notice under section 201(1)(a).

representations, the panel may continue to deal with the matter if it still has three members (including the Panel Lead) who participated at the previous stage. If the panel drops below three members, to ensure that the panel is quorate the Panel Lead will ensure that new EDMC members are added. If the Panel Lead becomes unavailable, the EDMC Chair or Deputy Chair will oversee arrangements to ensure that the panel is quorate.

6.6 The Panel Lead will ensure that the meeting is conducted so as to enable:

- (i) the recipient of the warning notice to make representations;
- (ii) the relevant Bank staff to respond to those representations where appropriate;
- (iii) the EDMC members to raise with those present any points or questions about the matter (whether in response to particular representations or more generally about the matter); and
- (iv) the recipient of the warning notice to respond to any points made by Bank staff or the EDMC members in steps (ii) and (iii) above.

6.7 The Panel Lead has full overall control of the proceedings and may ask the recipient of the warning notice or the Bank staff to limit the length of their oral representations (or response) or to limit the oral representations (or response) to particular issues arising from the warning notice. The recipient of the warning notice may wish to be legally represented at the meeting, but this is not a requirement.

6.8 Where it may be necessary for the determination of the case, the EDMC panel via the Panel Lead may ask the recipient of the warning notice or the relevant Bank staff to provide additional information to the panel in writing after the meeting. The panel will specify the time within which that information is to be provided. If additional information is supplied to the EDMC panel as a result of such a request copies will be provided to all parties.

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## 7: Expedited and Default procedures, and settlement

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7.1 The recipient of a warning notice is not obliged to make written or oral representations in response to a warning notice. Recipients of a warning notice who wish to expedite the procedure may expressly notify the EDMC panel in writing that they do not wish to make representations to the EDMC panel and that they intend to have the matter referred to the Upper Tribunal.<sup>12</sup>

7.2 On receipt of such notification in writing, the EDMC panel may proceed to determine whether to issue a decision notice without waiting for the time allowed for making representations to expire. The EDMC panel shall decide whether to give the decision notice in the light of any representations by any third party and any submissions from the Bank staff.

7.3 If no representations are made in response to the warning notice within the specified time, and no written notification is received regarding a request to use the expedited procedure, the EDMC panel will determine whether to issue a decision notice.

7.4 In line with the Bank's current settlement policy, it may be possible for recipients of a warning notice nevertheless to settle the matter before the EDMC panel issues a decision notice.

7.5 It is open to the recipient of a warning notice and/or the relevant Bank staff to request the EDMC to pause the proceedings to enable settlement discussions to take place. It is within the discretion of the EDMC to agree to such a pause, taking account of any delay to decision making which might result.

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<sup>12</sup> Where FSMA applies, this notification will require confirmation by the recipient of the warning notice that they will not exercise any rights under section 387(2) of FSMA.

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## 8: Procedure: decision notices

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8.1 In any case in which representations are made, the EDMC panel will consider all of the material before it, including any written and oral representations, and will consider whether it is right in all the circumstances to give a decision notice. If the EDMC panel decides to give a decision notice the EDMC panel will settle the wording of the notice which will include a brief summary of the key representations made and how they have been dealt with.

8.2 If the EDMC panel decides to give a decision notice, the EDMC panel will make any relevant associated statutory decisions, including, where appropriate: (a) to determine whether a copy of the statutory notice should be given to any third party; (b) about granting access to Bank material relevant to the subject matter contained in the notices; and (c) to determine whether details of a statutory notice or related information may be published. The Bank staff may make recommendations to the EDMC Panel about associated statutory decisions.

8.3 If the EDMC panel decides that a decision notice should not be given, the relevant parties will be notified in writing of that decision, and where appropriate the Bank will give a notice of discontinuance of action to the person to whom the warning notice was given.

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## 9: Publication

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9.1 The Bank staff will make a recommendation to the EDMC as to whether to publish information about the matter to which a warning notice,<sup>13</sup> decision notice<sup>14</sup> or final notice<sup>15</sup> relates in accordance with statutory requirements concerning publication. The EDMC will determine if it is appropriate for the Bank to publish any such information. The EDMC will consult the subjects of a notice before making a decision to publish and will notify the subjects of any decision to publish once taken.

9.2 Subject to that, the Bank staff will consult the Panel Lead about the content of any press notices and other material to be published, relating to a warning notice, decision notice or final notice.

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<sup>13</sup> For example, pursuant to section 391(1) of FSMA, the Bank may only publish information relating to a warning notice that falls within section 391(1ZB), which propose disciplinary actions, but may not publish the warning notice itself.

<sup>14</sup> For example, pursuant to section 391(4) of FSMA and section 391(6A) of FSMA with respect to PRA cases and section 391(6) and paragraph 29 of Schedule 17A of FSMA with respect to FMI cases.

<sup>15</sup> For example, pursuant to section 391(4) of FSMA and section 391(6A) of FSMA with respect to PRA cases and section 391(6) and paragraph 29 of Schedule 17A of FSMA with respect to FMI cases.

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## 10: Discontinuance of action by the Bank

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10.1 The Bank staff responsible for recommending action to the EDMC panel will continue to assess the appropriateness of the proposed action in the light of new information or representations received and any material change in the facts or circumstances relating to a particular matter. The Bank may decide to give a notice of discontinuance to a person to whom a warning notice or decision notice has been given. The Bank will inform the EDMC panel and the relevant parties of any decision to discontinue the proceedings.

10.2 Generally parties will not be entitled to any compensation or costs if the Bank decides not to proceed with disciplinary action. However, if parties consider they may have a complaint, and want further information about making a complaint about the Bank, the Bank has a complaints scheme, details of which are available online.<sup>16</sup>

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<sup>16</sup> See <https://www.bankofengland.co.uk/contact/complaints-against-the-regulators>.



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## 11: Upper Tribunal proceedings

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11.1 A decision by the EDMC panel to give a decision notice may, where provided by the relevant legislation, lead to a reference to the Upper Tribunal. The proceedings before the Upper Tribunal are not, however, a matter for the EDMC panel. It is the responsibility of the recipient of the decision notice to seek to refer the matter to the Upper Tribunal under the relevant legislation if they so wish. If the matter is not referred to the Upper Tribunal within the time required under the relevant legislation, the Bank will take the action to which the decision notice relates.