



COLORADO
Department of
Regulatory Agencies
Division of Banking

November 20, 2025

**BEFORE THE
COLORADO STATE BANKING BOARD**

IN THE MATTER OF)
) **NOTICE OF PROPOSED RULEMAKING**
RULE AMENDMENT and REPEAL)

I. Notice of hearing

PLEASE BE ADVISED THAT, as required by Section 24-4-103, C.R.S., of the State Administrative Procedures Act, the Colorado State Banking Board (Banking Board) hereby gives notice of proposed rulemaking. A **virtual and in-person** hearing is scheduled for January 15, 2026, commencing at 10:00 a.m. at 1560 Broadway, Room 100D, Denver, Colorado, 80202. The virtual hearing is available via the Zoom link listed below:

<https://us06web.zoom.us/j/88564201821>

II. Purpose of the proposed rulemaking

The purpose of the hearing is to hear comments concerning the proposed amendment and repeal of the following Banking Board Rule 3 CCR 701-7 Money Transmitters:

- MO0.5 Definitions - **Amend**
- MO1 Surety Bond - **Amend**
- MO2 Permissible Investments - **Amend**
- MO3 Records - **Amend**
- MO4 Qualification of License Applicant - **Repeal**
- MO5 Change of Control - **Amend**
- MO6 Compliance with Federal Regulations - **Repeal**
- MO7 Customer Notice - **Amend**
- MO8 Employee Money Laundering Affirmation - **Repeal**

The proposed rulemaking is to align 3 CCR 701-7 Money Transmitters with Title 11, Article 110 of the Colorado Revised Statutes the "Money Transmission Modernization Act", effective August 6, 2025, among other amendments. A Statement of Basis, Purpose, and Specific Statutory Authority for each rule follows this notice and is incorporated by reference.



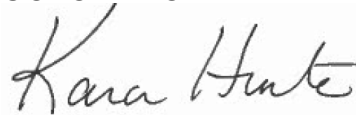
III. Statutory authority for proposed rulemaking

The proposed promulgation, amendments, and repeals of the rules are being held under the authority given the Banking Board by the Colorado Banking Code in accordance with Section 11-102-104(1), C.R.S., which states “the banking board is the policy-making and rule-making authority for the division of banking and has the power to: (a) make, modify, reverse, and vacate rules for the proper enforcement and administration of this code...”

IV. Opportunity to testify and submit written comments

Any interested person(s) has the right to submit written comments or data, view, or argument. Written information should be filed with the Division **no later than January 5, 2026**. To submit written comments, please contact Charles Siler, Banking Board Administrator, at dora_applications@state.co.us. In addition, any interested person(s) has the right to make a virtual presentation at the Hearing, unless the Banking Board deems any oral presentation unnecessary.

SUBMITTED ON BEHALF OF THE
COLORADO STATE BANKING BOARD

A handwritten signature in black ink that reads "Kara Hunter". The signature is written in a cursive, flowing style.

Kara Hunter, State Bank Commissioner

MO0.5 Definitions

1. "Control" is set forth in Section 11-110-~~201(8)(a)(I)-(III)~~~~103(3)(a)-(c)~~, C.R.S.
2. "Federally Insured Depository Financial Institution" is set forth in Section 11-~~110-201(12)~~~~101-401(36)~~, C.R.S.
3. "NMLS" is set forth in Section 11-110-201(23), C.R.S. ~~"National Multistate Licensing System and Registry" (NMLS) is an information portal developed by the Conference of State Bank Supervisors and the American Association of Residential Mortgage Regulators and owned and operated by the State Regulatory Registry, LLC, or any successor or affiliated entity, for the licensing and registration of persons in financial services industries.~~
<https://nationwidelicingsystem.org>.
4. "Parent," when used with respect to a specified person, other than a natural person, is defined as any person, other than a natural person, which controls such specified person, directly or indirectly, through one or more intermediaries.
5. "Permissible Investment" is set forth in Section 11-110-~~1004~~~~108(3)(a)-(g)~~, C.R.S.
6. "Person" is set forth in Section 11-110-~~201(28)~~~~103(14)~~, C.R.S.
7. "Record" is the original of any record of licensee or agent that includes the data or other information comprising a record stored or transmitted in or by means of any electronic, computerized, mechanized, or other information storage or retrieval or transmission system or device that can upon request generate, regenerate, or transmit the precise data or other information comprising the record; and an original also includes the visible data or other information so generated, regenerated, or transmitted if it is legible or can be made legible by enlargement or other process. The record(s) required to be maintained may be maintained at any location, provided the licensee notifies the Division of Banking (Division) in writing of the location of its records prior to each scheduled examination.
8. "Stored Value" is set forth in Section 11-110-~~201(30)(a)~~~~202(2)~~, C.R.S.

MO1 Surety Bond [Section 11-110-~~1002~~108, C.R.S.]

~~A. A combination of a surety bond and permissible investments pursuant to Rule MO2 must, at a minimum, equal the amount of outstanding payment instruments in Colorado. However, the surety bond may not be less than \$250,000.~~

~~B. A surety bond of \$250,000 is permissible provided that, following application by the licensee and an opportunity for hearing before the Colorado State Banking Board (Banking Board), the Banking Board finds that the provisions of Rule MO2, Permissible Investments, are met.~~

~~C.~~A. ~~If the provisions of Rule MO2 are not met, the licensee must maintain a surety bond in an amount of at least one million dollars.~~ The Banking Board may, following notice to the licensee and an opportunity for hearing before the Banking Board, and upon the determination that customers of the licensee are at undue risk, order the licensee to increase the bond amount up to ~~one~~two million dollars based on the following factors:

1. The nature and volume of the business and proposed business of the licensee in Colorado;
2. The amount, nature, quality, and liquidity of the assets of the licensee;
3. The amount and nature of the liabilities (including contingent liabilities) of the licensee;
4. The nature and sufficiency of the licensee's cash flow;
5. The licensee's net worth;
6. The history of, and prospects for, the licensee to earn and retain income;~~0~~
7. The quality of the operations of the licensee;
8. The quality of the management of the licensee;
9. The nature and quality of the controlling person or persons of the licensee; and
10. Such other factors as are, in the opinion of the Banking Board, relevant.

~~D.~~B. Generally ~~a~~AAccepted ~~a~~Accounting ~~p~~Pinciples (~~GAAP~~) shall be used, where applicable, by the Banking Board in connection with its consideration of such factors.

MO2 Permissible Investments [Section 11-110-~~1003 and 1004~~108, C.R.S.]

~~A. Permissible Investments and Outstanding Payment Instruments~~

~~A licensee who is approved by the Banking Board to cover outstanding payment instruments with a combination of a surety bond and Permissible Investments must, at all times, maintain Permissible Investments having a market value at least equal to the amount of outstanding payment instruments in Colorado not covered by the surety bond, in accordance with this Rule.~~

~~Permissible Investments may be owned by the licensee or licensee's parent. Such investments, even if commingled with other assets of the licensee, shall be deemed by operation of law to be held in trust for the benefit of the purchasers and holders of the licensee's outstanding payment instruments in Colorado in the event of the bankruptcy of the licensee.~~

B.A. Ownership of Permissible Investments

1. A licensee shall be deemed to own a Permissible Investment only if:
 - a. The licensee ~~or the licensee's parent~~ owns the Permissible Investment solely and exclusively in its own right, both of record and beneficially,
 - b. The Permissible Investment is not subject to any pledge, lien, or security interest, and
 - c. The licensee can freely negotiate, assign, or otherwise transfer the Permissible Investment.
2. A licensee shall not be deemed to be able freely to transfer a Permissible Investment that consists of a deposit in a financial institution unless such licensee is able freely to withdraw such deposit. However, if the deposit is a savings or time deposit, as the case may be, the licensee shall not, on account of such restrictions, be deemed unable freely to withdraw the deposit.
3. A licensee shall not be deemed to be able freely to negotiate, assign, or otherwise transfer a Permissible Investment if any other transfer of such Permissible Investment would constitute a breach or event of default by such licensee or by any affiliate of the licensee under a contract, obligation, note, or other security issued by the licensee or by any affiliate of the licensee. For example, a licensee shall not be deemed to be able freely to negotiate, assign, or otherwise transfer a Permissible Investment that consists of a deposit in a bank if such licensee's failure to maintain such deposit would constitute a breach of any provision for compensating balances set forth in a loan contract between such bank and the licensee or a parent of the licensee.

~~B. Liquidity and Quality of Permissible Investments~~

~~If the Banking Board finds that any Permissible Investment or class of Permissible Investment is no longer of sufficient liquidity or quality to be a Permissible Investment, the Banking Board may by Rule or order declare such~~

~~investment or class of investments to be ineligible.~~

B. Accounts Held for the Benefit of the Licensee's Customers

Customer funds held in for the benefit of accounts are allowed as Permissible Investments so long as all of the following apply: the bank account is in the licensee's name and Employer Identification Number; records that identify the beneficial owners of those funds are maintained; and records that identify the balance attributable to each beneficial owner are maintained.

MO3 NMLS Records and Quarterly Reports [Section 11-110-701 and 11-110-703~~111, 11-110-114, and 11-110-201~~, C.R.S.]

A. Quarterly NMLS Money Service Business Call Reports (MSBCRs)

All licensees must submit, using the NMLS portal, the NMLS MSBCR~~Money Service Business Call Report~~ on a calendar quarterly basis, with all sections completed accurately, ~~as outlined below:~~

~~1. Licensees must complete the standard section, which includes the Permissible Investment Report and, if applicable, any expanded section of The NMLS Money Service Business Call Report.~~

~~2. The quarterly NMLS Money Service Business Call Report is due within forty five (45) calendar days of the end of the calendar quarter.~~

~~3.~~ Failure to properly submit a NMLS MSBCR ~~Money Service Business Call Report~~ in a timely manner as outlined in 11-110-701(1), C.R.S. ~~above~~, may result in a Late Filing Fee as set forth in the Division's Fee Schedule.

~~B. 1. Each licensee must make, keep, and preserve the following Records for a period of seven (7) years:~~

~~a. A general ledger containing all asset, liability, capital, income, and expense accounts, which general ledger shall be posted at least monthly.~~

~~b. Financial institution statements and reconciliation records.~~

~~2. Each licensee must make, keep, and preserve the following other Records for a period of five (5) years:~~

~~a. Record or Records of payment instruments sold, and money transmitted as required by the licensee's normal business practices.~~

~~b. Settlement sheets received from agents, if any.~~

~~c. Records of outstanding payment instruments and money transmitted.~~

~~d. Records of each payment instrument paid, and money transmitted within the period.~~

~~e. A list of the names and addresses of all of the licensee's agents, as well as copies of each agent contract.~~

~~C.~~ B. Quarterly NMLS Authorized Agent Report NMLS Agent Report

All licensees must submit, using the NMLS portal, the Authorized Agent Roster Report on a quarterly basis, as outlined in 11-110-703, C.R.S.

~~1. Each licensee shall annually report information for each agent performing money transmission services for Colorado consumers. The annual reporting requirement will be satisfied by the quarterly agent information submission to the NMLS Portal, and the submission must include:~~

- ~~a. Business name of agent.~~
- ~~b. Street address, City, State, and Zip code of agent.~~
- ~~c. Telephone number of agent.~~
- ~~d. Money transmission services provided at the location.~~

~~2. An agent of a licensed money transmitter involved in selling or adding additional money to Stored Value issued by the licensed money transmitter or to corporations organized under the general banking, savings and loan, or credit union laws of Colorado or the United States, is not subject to this Paragraph of this Rule.~~

C. The filing or commencement of an administrative or legal action by a regulatory agency or licensing authority in a state, territory, or country in which the licensee engages in business or is licensed, must be uploaded to the NMLS within 15 business days after the licensee has reason to know of the occurrence.

MO4 — Qualification of License Applicant [~~Section 11-110-107, C.R.S.~~]

A. ~~To qualify for a license, the applicant must demonstrate to the Banking Board such qualifications as to command the confidence of the public and warrant the belief that the license applicant's business will be operated lawfully and fairly.~~

B. ~~Applicant must submit, using the NMLS portal, all the required information. The application information shall, at a minimum, include:~~

1. ~~For all applicants:~~

a. ~~The exact name of the applicant, the applicant's principal address, any fictitious or trade name used by the applicant in the conduct of its business and the location of the applicant's business records.~~

b. ~~The history of the applicant's material litigation and criminal convictions for the five (5) year period prior to the date of the application.~~

c. ~~A description of the activities conducted by the applicant and a history of operations.~~

d. ~~A description of the business activities in which the applicant seeks to be engaged in the State.~~

e. ~~A list identifying the applicant's proposed agents in the State, if any, at the time of the filing of the license application.~~

f. ~~A sample agent contract, if applicable.~~

g. ~~A sample form of payment instrument, if applicable.~~

h. ~~The location(s) at which the applicant and its agents, if any, propose to conduct the licensed activities in the State.~~

i. ~~The name and address of the clearing bank or banks on which the applicant's payment instruments will be payable.~~

2. ~~If the applicant is a corporation, the applicant must also provide:~~

a. ~~The date of the applicant's incorporation and state of incorporation.~~

b. ~~A certificate of good standing from the state in which the applicant was incorporated.~~

c. ~~A description of the corporate structure of the applicant, including the identity of any parent or subsidiary of the applicant, and the disclosure of whether any parent or subsidiary is publicly traded on any stock exchange.~~

- d. ~~The name, business and residence addresses, and employment history for the past five (5) years of the applicant's executive officers and the officer(s) or managers who will be in charge of the applicant's activities to be licensed hereunder.~~
- e. ~~The name, business and residence address and employment history for the period of five (5) years prior to the date of the application of any key shareholder of the applicant.~~
- f. ~~The history of material litigation and criminal convictions for the five (5) year period prior to the date of the application of every current director, executive director, or key shareholder of the applicant.~~
- g. ~~A copy of the applicant's most recent audited financial statement (including balance sheet, state of income or loss, statement or changes in shareholder equity and statement of changes in financial position) and, if available, the applicant's audited financial statements for the immediately preceding two (2) year period. However, if the applicant is a wholly-owned subsidiary of another corporation, the applicant may submit either the parent corporation's consolidated audited financial statements for the current year and for the immediately preceding two (2) year period or the parent corporation's form 10K reports filed with the United States Securities and Exchange Commission for the prior three (3) years in lieu of the applicant's financial statements. If the applicant is a wholly-owned subsidiary of a corporation having its principal place of business outside the United States, similar documentation filed with the parent corporation's non-United States regulator may be submitted to satisfy this provision.~~
- h. ~~Copies of all filings, if any, made by the applicant with the United States Securities and Exchange Commission, or with a similar regulator in a country other than the United States, within the year preceding the date of filing of the application.~~

3. ~~If the applicant is not a corporation, the applicant must also provide:~~

- a. ~~The name, business and residence address, personal financial statement, and employment history, for the past five (5) years of each principal of the applicant and the name, business and resident address, and employment history for the past five (5) years of any other person or persons who will be in charge of the applicant's activities to be licensed hereunder.~~
- b. ~~The place and date of the applicant's registration or qualification to do business in this State.~~
- c. ~~The history of material litigation and criminal convictions for the~~

~~five (5) year period prior to the date of the application for each individual having any ownership interest in the applicant and each individual who exercises supervisory responsibility with respect to the applicant's activities.~~

~~d. Copies of the applicant's audited financial statements (including balance sheet, statement of income or loss, and statement of changes in financial position) for the current year and, if available, for the immediately preceding two (2) year period.~~

~~4. a. Each licensee under the Colorado Money Transmitters Act (Act) shall at all times have a net worth of not less than \$50,000, calculated in accordance with GAAP. Licensees engaging in money transmission at more than one location, or through authorized agents, shall have an additional net worth of \$25,000 per location or authorized agent in this State, as applicable, to a maximum of \$100,000.~~

~~b. The Banking Board may require a net worth of up to \$100,000, regardless of the number of locations or agents in this State, subject to consideration of the following:~~

~~(1) The nature and volume of the business or proposed business of the applicant;~~

~~(2) The amount, nature, quality, and liquidity of the assets of the applicant;~~

~~(3) The amount and nature of the liabilities, including contingent liabilities, of the applicant;~~

~~(4) The history of, and prospect for, the applicant to earn and retain income;~~

~~(5) The quality of the operations of the applicant;~~

~~(6) The quality of the management of the applicant; and~~

~~(7) Any other factor the Banking Board deems relevant.~~

~~5. The Banking Board is authorized, for good cause shown to waive any requirement of this section with respect to any license application or to permit a license application to submit substituted information in its license application in lieu of the information required by this section.~~

MO5 Change of Control [Section 11-110-~~601~~103(3) and 11-110-112, C.R.S.]

~~A. In any case in which a person or a group of persons, directly or indirectly or acting by or through one or more persons (applicant), proposes to purchase or acquire a controlling interest in a licensee, and thereby to change the control of that licensee, each applicant shall provide the following:~~

~~1.A.~~ An applicant, which is a publicly traded corporation or a direct or indirect subsidiary of a publicly traded corporation, shall provide the Commissioner with written notice within 15 days after knowledge of ~~a such~~ change in control as that term is defined in 11-110-601 C.R.S.

~~2.B.~~ An applicant, which is not a publicly traded corporation, shall provide through the NMLS portal or other acceptable means all the required information, which at a minimum, includes:

a. A detailed description of the proposed transaction.

~~b. The information required by 11-110-504 for new key individuals as that term is defined in 11-110-601 C.R.S. The name, business and residence address, personal financial statement, and employment history, for the past five (5) years of any new executive officers and any new officers or manager who will be in charge of the applicant's activities.~~

~~c.b. The name, business and residence address and employment history for the period of five (5) years prior to the date of any key shareholder.~~

~~d.c. The information required by 11-110-503(1)(a) to (1)(d) and 11-110-503(2)(f) to (2)(i) for a new applicant. A copy of the applicant's most recent audited financial statement (including balance sheet, state of income or loss, statement of changes in shareholder equity and statement of changes in financial position) and, if available, the applicant's audited financial statements for the immediately preceding two (2) year period. However, if the applicant is a wholly owned subsidiary of another corporation, the applicant may submit either the parent corporation's consolidated audited financial statements for the current year and for the immediately preceding two (2) year period or the parent corporation's form 10K reports filed with the United States Securities and Exchange Commission for the prior three (3) years in lieu of the applicant's financial statements. If the applicant is a wholly owned subsidiary of a corporation having its principal place of business outside the United States, similar documentation filed with the parent corporation's non-United States regulator may be submitted to satisfy this provision.~~

~~e.d.~~ Any other information the Banking Board deems relevant, but not more than required of the licensee or key individuals ~~persons in control~~ of the licensee as part of its original license application.

~~B. The Banking Board may deny the person or group of persons proposing to purchase or who have acquired control of, a licensee if, after investigation, the Banking Board determines that the person or persons are not qualified to command the confidence of the public or have the necessary experience or financial responsibility to control or operate the licensee in a legal and proper manner or if the interests of the other stockholders, if any, or the interests of the public generally may be jeopardized by the proposed change in ownership, controlling interest, or management.~~

~~G.~~ C. The Banking Board may disapprove any person who has a history of material litigation, criminal convictions, or pleas of nolo contendere.

~~MO6—Compliance with Federal Regulations [Section 11-110-113, C.R.S.]~~

- ~~A. Each licensee shall develop a compliance plan outlining policies, procedures, and practices implemented to ensure compliance with federal laws and regulations applicable to money services businesses, including, but not limited to, federal anti-money laundering, record keeping, and registration requirements. Failure to develop such a compliance plan may be considered a basis for license revocation pursuant to Section 11-110-115, C.R.S.~~

MO7 Customer Notice [Section 11-110-~~904120(3)(a)~~, C.R.S.]

- A. Every licensee shall post and maintain at its establishment and at each agent location, or other facility located in Colorado where exchange is sold or issued, or the business of money transmission is conducted, a notice furnished by the Commissioner that provides consumer information concerning the Act and how to file a consumer complaint with the Division. Such notice must be posted conspicuously in an easily accessible and well-lighted area that is available to the consumer.
- B.
 - 1. If the exchange transaction is conducted through an electronic text medium, the licensee shall communicate the text of the customer notice to the consumer's electronic address, make the disclosure available at another location such as an internet web site, or provide the information in conjunction with other disclosures.
 - 2. Notice is not required if the exchange transaction is conducted orally by telephone.

~~MO8 — Employee Money Laundering Affirmation [Section 11-110-203, C.R.S.]~~

- ~~A. Purpose. To set forth procedures for an employee of an agent conducting money transmission services for a licensed money transmitter to affirm in writing their understanding of state and federal money laundering laws.~~
- ~~B. Procedures for affirming knowledge of money laundering laws~~
- ~~1. Every agent of a licensed money transmitter shall require each employee conducting money transmission services to complete an Employee Notice, furnished by the Commissioner, affirming the individual's understanding of state and federal money laundering laws prior to performing such services.~~
 - ~~2. In lieu of requiring each employee to complete an Employee Notice, an agent of a licensed money transmitter shall provide training on Section 18-5-309, C.R.S. and federal money laundering laws within 30 days before the employee performs money transmission services. Evidence of the employee's attendance, completion of training, and copies of training material will be maintained by the agent.~~
 - ~~3. Agents shall maintain copies of the forms or records at the agent business location reported to the Division until such time as the employee conducting the money transmission services ceases providing such services.~~
 - ~~4. Copies of these records shall be made available to any law enforcement officer acting within the scope and course of the officer's official duties.~~
 - ~~5. The form and records may be maintained in an electronic or digital format that reproduces the signature on the documents by the employee.~~
 - ~~6. Failure to comply shall be punishable pursuant to Section 11-110-206(1), C.R.S.~~
- ~~C. Exemptions. An agent of a licensed money transmitter involved exclusively in selling or adding additional money to "Stored Value" issued by the licensed money transmitter, or corporations organized under the general banking, savings and loan, or credit union laws of Colorado or of the United States, is not subject to this Rule.~~