# Second Regular Session Seventy-second General Assembly STATE OF COLORADO

# REVISED

This Version Includes All Amendments Adopted on Second Reading in the Second House

LLS NO. 20-0763.01 Jery Payne x2157

**HOUSE BILL 20-1136** 

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### A BILL FOR AN ACT

101 CONCERNING THE REGULATION OF INVESTMENTS MADE BY DOMESTIC 102 INSURANCE COMPANIES.

## **Bill Summary**

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at <a href="http://leg.colorado.gov">http://leg.colorado.gov</a>.)

Current law regulates the types and amounts of investments a domestic insurer may make, including investments in bonds and other evidences of indebtedness. **Section 1** of the bill clarifies the types of indebtedness that may be invested in and allows the domestic insurer to invest in the debts of an issuer that is in default in the payment of interest on the debt.

SENATE 2nd Reading Unamended March 13, 2020

> HOUSE 3rd Reading Unamended February 27, 2020

HOUSE Amended 2nd Reading February 21, 2020

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.

Capital letters or bold & italic numbers indicate new material to be added to existing statute.

Dashes through the words indicate deletions from existing statute.

Current law allows a domestic insurer to invest in first-priority mortgage loans in the United States and Canada. In connection with this, section 2:

- ! Authorizes investment in lower-priority loans if the holder of the lower-priority loan holds the first-priority loan;
- ! Repeals the requirement that a mortgage loan be evidenced by a written appraisal;
- ! Repeals the requirement that the mortgaged land have a building, be used for agriculture or pasture, or be income-producing;
- ! Repeals the requirement that improvements to the land be insured against fire loss;
- ! Repeals mortgage loan documentation requirements; and
- ! Authorizes domestic insurers to acquire mortgage loans for land located in other foreign jurisdictions that have a sovereign debt rating of "1" from the securities valuation office of the National Association of Insurance Commissioners if these assets do not exceed 10% of the domestic insurer's investments

Current law allows a domestic insurer to invest in real estate for income. In connection with this, **section 3** broadens the current definition of "real estate", which covers fee simple ownership and leasehold estates, to include all interests in property, including mineral estates.

Current law allows a domestic insurer to invest in preferred or common stock in businesses within the United States and Canada. In connection with this, section 4:

- ! Broadens current law to allow investment in equity interests of businesses other than preferred or common stock;
- ! Repeals the requirement that the business not be in arrears as to dividends for the last 3 years;
- ! Repeals the requirement that any sinking fund for preferred stock must be current;
- ! Repeals the requirement that common stock must be registered on a national securities exchange or regularly traded on a national or regional basis;
- ! Limits the amount of equity that is not listed on a nationally registered securities exchange or securities market to 5% of the domestic insurer's assets; and
- ! Authorizes a domestic insurer to invest in equity interests in businesses created in other foreign jurisdictions that have a sovereign debt rating of "1" from the securities valuation office of the National Association of Insurance Commissioners if these assets do not exceed 3% of the domestic insurer's investments

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Current law allows a domestic insurer to invest in money market mutual funds. **Section 9** requires the funds to comply with certain federal regulations and requires government-backed funds to meet certain standards of the National Association of Insurance Commissioners.

**Sections 5 through 8** make conforming amendments.

1 *Be it enacted by the General Assembly of the State of Colorado:* 2 **SECTION 1.** In Colorado Revised Statutes, 10-3-215, amend (1) 3 introductory portion, (1)(a), (1)(d), (1)(e), and (2) introductory portion as 4 follows: 5 **10-3-215.** Evidences of indebtedness. (1) A domestic insurance 6 companies COMPANY may invest in lawfully issued interest-bearing 7 bonds, including bonds which EVIDENCES OF INDEBTEDNESS, INCLUDING 8 INTEREST-BEARING BONDS, BONDS THAT provide for imputed interest 9 payable at maturity, revenue bonds, and debentures, and other evidences 10 of indebtedness instruments evidencing indebtedness for the 11 PAYMENT OF MONEY: 12 (a) Of ISSUED BY the United States, or any BY AN agency or 13 instrumentality thereof OF THE UNITED STATES, or of BY any state, 14 territory, district, or political subdivision of the United States; 15 (d) Of the Dominion of ISSUED BY Canada, and BY provinces and 16 OR districts thereof and of CANADA, OR BY counties, districts, townships, 17 municipalities, and OR political subdivisions thereof OF CANADA, or 18 guaranteed or insured as to the payment of principal and interest by the dominion of Canada or by any A province or district thereof OF CANADA; 19 20 (e) Of solvent ISSUED BY institutions created under the laws of the 21 United States, or of any state, territory, or district thereof OF THE UNITED 22 STATES, or of the dominion of Canada or any A province thereof OF 23 CANADA, which institutions are not referenced in paragraph (a), (b), (c),

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or (d) of this subsection (1) and which are not in default in the payment of interest on any of their bonds at the time the investment is made SUBSECTION (1)(a), (1)(b), (1)(c), OR (1)(d) OF THIS SECTION; but the aggregate value of all bonds and other evidences of indebtedness of any one such institution which THAT may be admitted assets under this section shall MUST not exceed three percent of the domestic insurance company's admitted assets except as:

- (I) To those bonds and other evidences of indebtedness of insurance companies admitted to do business in any A state of the United States or in the District of Columbia, for coinsurance or reinsurance purposes, in which case they shall THE BONDS OR OTHER EVIDENCES OF INDEBTEDNESS MUST not exceed the greater of three percent of the domestic insurance company's admitted assets or five percent of the debtor insurance company's admitted assets OR LOANS; or
- 15 (II) except as May be otherwise authorized under section 16 10-3-802;
  - (2) A domestic insurance companies COMPANY may invest in mortgage-backed securities, including without limitation, collateralized mortgage obligations and other obligations for the payment of money secured by participation certificates or loans secured, directly or indirectly, by real estate mortgages or deeds of trust if: at the time the investment is made, the entity issuing the obligation is not in default in the payment of interest on the obligation and:

**SECTION 2.** In Colorado Revised Statutes, 10-3-216, **amend** (1) introductory portion, (1)(f) introductory portion, (1)(i), and (1)(j); **repeal** (1)(a)(II), (1)(c), (1)(d), and (1)(e); and **add** (2) as follows:

**10-3-216.** Mortgage loans. (1) A domestic insurance companies

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COMPANY may invest in loans secured by first liens on real property

ACQUIRE, EITHER DIRECTLY OR INDIRECTLY, OBLIGATIONS SECURED BY

MORTGAGES ON REAL ESTATE located in the United States or Canada, BUT

THE COMPANY SHALL NOT ACQUIRE A MORTGAGE LOAN THAT IS NOT

SECURED BY A FIRST LIEN UNLESS THE COMPANY IS THE HOLDER OF THE

FIRST LIEN. AUTHORITY TO ACQUIRE A MORTGAGE LOAN IS subject to the

following: provisions:

- (a) (II) In all cases, value shall be evidenced by the written appraisal of a qualified real estate appraiser, who may be an employee of the company; except that, in the case of property to be qualified under this section by reason of producing oil, gas, or other minerals, the appraisal must be made by an engineer or geologist qualified in the relevant field, and, in the case of commercial properties of over one hundred thousand dollars in value, the appraiser must be a member of an institute of real estate appraisers, or its equivalent.
- (c) The land to which the first lien pertains shall be improved with permanent buildings, or be used for agriculture or pasture, or be income-producing land, including, but not limited to, land used for parking lots or for the production of oil, gas, or other minerals; but loans secured by first liens on land not meeting any of the foregoing requirements of this paragraph (c) may be admitted assets of the company under this part 2 in an amount not exceeding in the aggregate five percent of its admitted assets.
- (d) Any improvements shall be insured against loss or damage by fire, for the benefit of the lending company, by some reliable fire insurance company for an amount not less than the unpaid balance of the obligation or the insurable value of the property, whichever is less.

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(e) The company shall hold such documents as are necessary to evidence its ownership of such first liens. If, under the law of the jurisdiction in which the real property is situated, it is necessary to the validity of the lien to record a mortgage or assignment thereof, the company shall record such mortgage or assignment in compliance with such law.

- (f) The entire obligation secured by a first lien on real estate shall MORTGAGE LOAN OBLIGATION MUST be owned by the company; except that the company may own such an THIS TYPE OF obligation in common with other participants if, at the time of the company's investment, each participant is:
- (i) The maximum amount of a loan or loans made, directly or indirectly, to any one obligor which THAT may be an admitted asset of a THE company under this section shall MUST not exceed two percent of such THE company's admitted assets. If, on April 5, 1973, a company has outstanding a loan to any one obligor which, except for the provisions of this paragraph (i) would be admitted assets under this section, or a binding commitment for any such loan, any such loan outstanding on such date shall continue to be admitted assets under this section, and any such loan made on or after April 5, 1973, pursuant to any such binding commitment shall be admitted assets under this section.
- (j) The aggregate amount of investments of a company which THAT may be admitted assets under this section shall MUST not exceed fifty percent of the company's admitted assets. If a company has outstanding investments which, in the aggregate, exceed fifty percent of the company's admitted assets on July 1, 1993, the company shall reduce the excess amount invested in first liens on real property at the rate of at

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least twenty percent of the July 1, 1993, excess each year for five years until the first liens on the real property portfolio do not exceed fifty percent of the company's admitted assets. If a fraternal benefit society has outstanding investments which, in the aggregate, exceed sixty percent of the society's admitted assets on July 1, 1993, the society shall reduce the excess amount invested in first liens on real property at the rate of at least twenty percent of the July 1, 1993, excess each year for five years until the first liens on the real property portfolio do not exceed sixty percent of the society's admitted assets. Thereafter, a fraternal benefit society shall, over a five-year period, further reduce its outstanding aggregate investments in first liens on real property to fifty percent of its admitted assets by twenty percent per year, unless an exemption is granted by the commissioner. Such exemption shall be based on an analysis of the financial condition of the fraternal society.

- (2) (a) A DOMESTIC INSURANCE COMPANY MAY ACQUIRE A MORTGAGE LOAN SECURED BY A MORTGAGE ON REAL ESTATE LOCATED IN A FOREIGN JURISDICTION HAVING A SOVEREIGN DEBT RATING OF "1" FROM THE SECURITIES VALUATION OFFICE OF THE NATIONAL ASSOCIATION OF INSURANCE COMMISSIONERS IF THE MORTGAGE LOAN OTHERWISE MEETS THE REQUIREMENTS OF SUBSECTION (1) OF THIS SECTION; EXCEPT THAT THE AGGREGATE AMOUNT OF FOREIGN MORTGAGE LOANS THAT MAY BE ADMITTED ASSETS UNDER THIS SUBSECTION (2)(a) MUST NOT EXCEED TEN PERCENT OF THE COMPANY'S ADMITTED ASSETS.
- (b) This subsection (2) does not apply to a jurisdiction described in subsection (1) of this section.

**SECTION 3.** In Colorado Revised Statutes, 10-3-220, **amend** (2) as follows:

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1	10-3-220. Real estate for production of income - definition.
2	(2) (a) "Real estate", as used in this section, means lands held in fee
3	simple or under leasehold estates, and improvements thereon or to be
4	placed thereon, consisting only of store or other business buildings, or of
5	dwellings, apartment houses, tenements, or other housing
6	$\frac{accommodations}{accommodations}  REAL  PROPERTY; INTERESTS  IN  REAL  PROPERTY, SUCH  AS$
7	LEASEHOLDS; MINERALS AND OIL AND GAS THAT HAVE NOT BEEN SEVERED
8	FROM THE FEE INTEREST; AND IMPROVEMENTS AND FIXTURES LOCATED ON
9	OR IN REAL PROPERTY.
10	(b) "REAL ESTATE" DOES NOT INCLUDE MINERAL ESTATES THAT
11	HAVE BEEN SEVERED FROM THE FEE INTEREST.
12	<b>SECTION 4.</b> In Colorado Revised Statutes, 10-3-226, <b>amend</b> (1),
13	(3) introductory portion, and (3)(d); repeal (3)(a) and (3)(b); and add
14	(3)(f), (4), and (5) as follows:
15	<b>10-3-226.</b> Equity interests - definition. (1) A domestic insurance
16	companies COMPANY may invest in preferred and common stocks issued
17	by any solvent corporation EQUITY INTERESTS IN BUSINESS ENTITIES
18	created under the laws of the United States, or of any A state of the United
19	States OR the District of Columbia, or of Canada or any province thereof
20	OF CANADA, but the aggregate value of all such stocks which EQUITY
21	INTERESTS THAT may be admitted assets under this section shall MUST not
22	exceed ten percent of the company's admitted assets. For the purpose of
23	such THIS limitation on aggregate value, a company may if it so elects,
24	determine the value of all its stocks which EQUITY INTERESTS THAT may
25	be admitted assets under this section on the basis of the aggregate initial
26	cost of the stocks EQUITY INTERESTS in lieu of determining the value of
27	all of such stocks THE EQUITY INTERESTS as provided in section 10-3-214.

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1	(3) All Investments authorized by subsections (1) and (2) of this
2	section are subject to the following restrictions and limitations at the time
3	of investment:
4	(a) The corporation issuing such preferred stock shall meet the
5	following qualifications:
6	(I) If the class of preferred stock is cumulative preferred, the
7	corporation must not be in arrears as to its dividends, or, if the class of
8	preferred stock is noncumulative preferred, the corporation must have
9	paid full dividends on that class of preferred stock in each of the last three
10	years, or, if that class of noncumulative preferred stock has been
11	outstanding less than three years, the commissioner of insurance must
12	have approved the purchase thereof.
13	(II) If there is a sinking fund for that class of preferred stock, the
14	corporation's sinking fund payments shall be on a current basis.
15	(III) (Deleted by amendment, L. 81, p. 529, § 5, effective July 1,
16	<del>1981.)</del>
17	(b) The corporation issuing such common stock shall meet the
18	following qualifications:
19	(I) The corporation shall have had net earnings available for
20	dividends on its outstanding common stock in each of the three fiscal
21	years next preceding the date of acquisition.
22	(II) The stock shall be registered on a national securities exchange
23	or regularly traded on a national or regional basis.
24	(III) (Deleted by amendment, L. 81, p. 529, § 5, effective July 1,
25	<del>1981.)</del>
26	(d) (I) Investments in common stock in any one corporation, at the
27	time of investment, shall MUST not exceed two percent of the admitted

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1	assets of the investing insurance company, and, at the time of investment,
2	an insurance company shall not purchase more than five percent of the
3	outstanding shares of common stock of any one corporation.
4	(II) This subsection $(3)(d)$ does not apply to investments in
5	MUTUAL FUNDS, COMMINGLED FUNDS, OR OPEN-END OR
6	EXCHANGE-TRADED INDEX FUNDS.
7	(f) INVESTMENTS IN EQUITY INTERESTS THAT ARE NOT LISTED ON
8	A NATIONALLY REGISTERED SECURITIES EXCHANGE OR A SECURITIES
9	MARKET REGULATED UNDER THE "SECURITIES EXCHANGE ACT OF 1934",
10	15 U.S.C. SEC. 78a ET SEQ., AS AMENDED, MUST NOT EXCEED FIVE
11	PERCENT OF THE ADMITTED ASSETS OF THE INVESTING COMPANY.
12	(4) AS USED IN THIS SECTION, "EQUITY INTEREST" MEANS:
13	(a) COMMON STOCK;
14	(b) Preferred Stock;
15	(c) A TRUST CERTIFICATE;
16	(d) Equity investments in an investment company other
17	THAN A QUALIFIED MONEY MARKET FUND, AS DEFINED IN SECTION
18	10-3-242 (1);
19	(e) INVESTMENTS IN A COMMON TRUST FUND OF A BANK
20	REGULATED BY A FEDERAL OR STATE AGENCY;
21	$(f) \ A {\hbox{\it N}} \ ownership \ interest \ in \ a \ mineral \ estate \ that \ has \ been$
22	SEVERED FROM THE FEE INTEREST;
23	(g) Instruments that are or must be, at the option of the
24	ISSUER, CONVERTIBLE TO EQUITY;
25	(h) PARTNERSHIP INTERESTS; OR
26	(i) MEMBERSHIP INTERESTS IN LIMITED LIABILITY COMPANIES.
27	(5) (a) A DOMESTIC INSURANCE COMPANY MAY INVEST IN EQUITY

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1	INTERESTS IN BUSINESS ENTITIES CREATED UNDER THE LAWS OF A FOREIGN
2	JURISDICTION HAVING A SOVEREIGN DEBT RATING OF "1" FROM THE
3	SECURITIES VALUATION OFFICE OF THE NATIONAL ASSOCIATION OF
4	Insurance Commissioners if the equity interests otherwise meet
5	The requirements of subsections $(1)$ to $(3)$ of this section; except
6	THAT THE AGGREGATE AMOUNT OF THE FOREIGN EQUITY INTERESTS THAT
7	MAY BE ADMITTED ASSETS UNDER THIS SUBSECTION (5)(a) MUST NOT
8	EXCEED THREE PERCENT OF THE COMPANY'S ADMITTED ASSETS.
9	(b) This subsection (5) does not apply to a jurisdiction
10	DESCRIBED IN SUBSECTION (1) OF THIS SECTION.
11	<b>SECTION 5.</b> In Colorado Revised Statutes, 10-3-230, amend (1)
12	introductory portion and (1)(d) as follows:
13	10-3-230. Additional investments. (1) A domestic insurance
14	companies COMPANY may invest in any additional investments, except
15	items specifically defined as nonadmitted assets in this title (except article
16	15) TITLE 10, OTHER THAN ARTICLE 15 OF THIS TITLE 10, and article 14 of
17	title 24, <del>C.R.S.,</del> without regard to any limitation, condition, restriction, or
18	exclusion set forth in sections 10-3-215 to 10-3-229 and 10-3-242, and
19	regardless of whether the same or a similar type of investment has been
20	included in or omitted from any such section THESE SECTIONS, subject to
21	the following: <del>provisions:</del>
22	(d) In no event shall The admitted asset value of investments in
23	MORTGAGE loans secured by first liens on real property MUST NOT exceed
24	the value limitations as set forth in section 10-3-216 (1)(i), and (1)(j), AND
25	(2).
26	<b>SECTION 6.</b> In Colorado Revised Statutes, <b>amend</b> 10-3-236 as
27	follows:

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1	10-3-236. Assets acquired through merger, consolidation, or
2	reinsurance. Any investments acquired after May 31, 1969, through
3	merger, consolidation, or reinsurance that are not admitted assets under
4	this title (except article 15) TITLE 10, OTHER THAN ARTICLE 15 OF THIS
5	TITLE 10, and article 14 of title 24 C.R.S., shall not be ARE NOT deemed
6	admitted assets by reason of their acquisition through merger,
7	consolidation, or reinsurance.
8	<b>SECTION 7.</b> In Colorado Revised Statutes, 10-3-237, <b>amend</b> (1)
9	as follows:
10	10-3-237. Assets acquired under prior law.
11	(1) Notwithstanding any condition, restriction, or exclusion set forth in
12	sections 10-3-215 to 10-3-229, any asset held by a DOMESTIC INSURANCE
13	company on May 31, 1969, which THAT met the requirements of the law
14	in effect immediately prior to such THAT date for an investment of the
15	company's reserves, paid-up capital stock, and other liabilities shall be IS
16	an admitted asset of the company, but, if any such asset is in a category
17	for which a limitation expressed in terms of a percentage of admitted
18	assets is prescribed in section <del>10-3-216 (1)(c),</del> 10-3-218, 10-3-220,
19	10-3-225, or 10-3-226, such THE asset shall be taken into account in
20	determining whether any additional investment in such THAT category
21	made after May 31, 1969, may be an admitted asset under the section
22	prescribing such THE limitation.
23	<b>SECTION 8.</b> In Colorado Revised Statutes, 10-3-240, amend (1)
24	as follows:
25	10-3-240. Approval of investments. (1) Except for investments
26	made <del>pursuant to</del> UNDER sections 10-3-802 and 10-7-402, <del>no</del> A domestic
2.7	insurance company may SHALL NOT directly or indirectly invest more

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1 than two percent of the company's admitted assets in stocks, bonds, 2 debentures, notes, or other securities of its affiliates, as defined in section 3 10-3-801, without the prior approval of the commissioner. This section 4 shall apply only to investments made on or after July 1, 1975. 5 **SECTION 9.** In Colorado Revised Statutes, 10-3-242, amend (1) 6 as follows: 7 **10-3-242.** Qualified money market funds - definition. (1) For 8 the purposes of this section, "QUALIFIED money market fund" means an 9 <del>open-end, diversified management type of</del> A mutual fund THAT COMPLIES 10 WITH 17 CFR 270.2a-7, AS AMENDED, AND THAT IS registered under the 11 federal "Investment Company Act of 1940", 15 U.S.C. SEC. 80a-1 et seq., 12 as amended. objectives of which include the maintenance of a stable net 13 asset value of a specified dollar amount per share and the shareholders of 14 which may withdraw the value of their shares by check, telephone, or 15 mail. A domestic insurance companies COMPANY may invest in the shares 16 of any one or more QUALIFIED money market funds subject to the 17 following limitations: 18 (a) (I) A domestic insurance <del>companies</del> COMPANY may invest in 19 QUALIFIED money market funds that, at the time the investment is made, 20 are either: <del>listed or meet the eligibility conditions for listing on the U.S.</del> 21 direct obligations exempt list, U.S. direct obligations/full faith and credit 22 exempt list, or class 1 list, in the 23 (A) QUALIFIED MONEY MARKET FUNDS THAT INVEST ONLY IN 24 OBLIGATIONS ISSUED, GUARANTEED, OR INSURED BY THE FEDERAL 25 GOVERNMENT OF THE UNITED STATES OR IN COLLATERALIZED 26 REPURCHASE AGREEMENTS COMPOSED OF THESE OBLIGATIONS, AND THAT 27 QUALIFY FOR INVESTMENT WITHOUT A RESERVE UNDER THE purposes and

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procedures manual of the securities valuation office of the National Association of Insurance Commissioners; OR

- (B) QUALIFIED MONEY MARKET FUNDS THAT QUALIFY FOR INVESTMENT USING THE BOND CLASS ONE RESERVE FACTOR UNDER THE PURPOSES AND PROCEDURES MANUAL OF THE SECURITIES VALUATION OFFICE OF THE NATIONAL ASSOCIATION OF INSURANCE COMMISSIONERS.
- (II) Investments in the shares of any one QUALIFIED money market fund qualifying under this paragraph (a) shall SUBSECTION (1)(a) MUST not exceed ten percent of the domestic insurance company's total admitted assets.
- (b) Investments in shares of any one QUALIFIED money market fund not qualified under paragraph (a) of this subsection (1) shall SUBSECTION (1)(a) OF THIS SECTION MUST not exceed five percent of the domestic insurance company's total admitted assets. The aggregate value of all shares that may be admitted assets under this paragraph (b) shall SUBSECTION (1)(b) MUST not exceed ten percent of the domestic insurance company's total admitted assets.
- (c) At the time of an investment in a QUALIFIED money market fund under this section, the aggregate value of a domestic insurer's INSURANCE COMPANY'S investment in such money market THE fund shall MUST not exceed five percent of the shares of such money market THE fund.
- **SECTION 10.** Act subject to petition effective date applicability. (1) This act takes effect at 12:01 a.m. on the day following the expiration of the ninety-day period after final adjournment of the general assembly (August 5, 2020, if adjournment sine die is on May 6, 2020); except that, if a referendum petition is filed pursuant to section 1

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(3) of article V of the state constitution against this act or an item, section, 2 or part of this act within such period, then the act, item, section, or part 3 will not take effect unless approved by the people at the general election 4 to be held in November 2020 and, in such case, will take effect on the 5 date of the official declaration of the vote thereon by the governor.

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- (2) (a) This act applies to investments made on or after the applicable effective date of this act; and
- 8 (b) On or after January 1, 2021, this act applies to all investments 9 of an insurer.

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