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Payment Systems (Issuers of Electronic Payments Instruments) Regulations, 2017

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LEGAL NOTICE NO. 30 OF 2017

Payment Systems (Issuers of Electronic Payments Instruments) Regulations 2017

Pursuant to sections 15, 16 and 35 of the Payment Systems Act of 2014 I,

RETŠELISITSOE MATLANYANE

Governor of the Central Bank of Lesotho, make the following regulations -

PART I - PRELIMINARY

Citation and commencement

1. These regulations may be cited as the Payment Systems (Issuers of Electronic Payment Instruments) Regulations, 2017 and shall come into operation on the date of publication in the Gazette.

Interpretation

2. (1) In these regulations, unless the context otherwise requires -

"agency services" means the registration of new e-money account holders on behalf of an issuer of electronic payment instruments issuing e-money and includes services incidental to the performance of these services;

"agent" means a person appointed by an issuer of electronic payment instruments issuing e-money to perform agency services on its behalf:

"cash payment services" means the exchange of cash for e-money and e-money for cash;

"company" means a body corporate incorporated or registered in accordance with the Companies Act 2011² or the Companies Act 1967³;

"core capital" means shareholders equity in the form of issued

and fully paid-up share of common stock, plus all disclosed reserves, less goodwill or any intangible assets;

"electronic money" or "e-money" means a monetary value as represented by a claim on its issuer, which is:

- (a) electronically or magnetically stored;
- (b) issued against receipt of currency of Lesotho or any other currency authorised by the Central Bank; and
- (c) accepted as a means of payment by persons other than the issuer:

"electronic payment instruments" means payment instrument permitting the transfer of funds in an electronic manner through:

- (a) the issuance and use of electronic money; or
- (b) the provision of payment services allowing for the execution of electronic payments including among others the execution of credit transfers and direct debits, money transfers and card payments, credit cards or debit cards;

"e-money balances" means the outstanding and unclaimed balance of e-money belonging to an e-money holder that has been put in the trust account and that can be used as to make payments at a merchant's premises;

"e-money holder" means a person who has a claim on an emoney issuer;

"e-money issuer" means a company which issues e-money, is responsible for the payment obligation and assumes the liabilities for the e-money issued. An e-money issuer may be either a financial institution licensed under the Financial Institutions Act, 2012 or its Guidelines to issue e-money or an issuer of electronic payment instruments licensed under Part III of these reg-

ulations to issue e-money;

"financial institution" has the meaning assigned to it in the Financial Institutions Act, 2012;

"independent system auditor" means a person with adequate qualifications and recognized by international systems auditing bodies;

"interoperable" means the commercial interconnectivity between providers of different payment systems or payment instruments including the technical capability to interact and exchange in formation and messages;

"issuer of electronic payment instruments" means a company licensed to issue electronic payment instruments in accordance with Part III:

"key management official" means a managing director, chief executive officer, chairman of the board of directors, director, president, principal officer, chief financial officer or treasurer and their deputies or equivalents and any other person who occupies the same level of management or holds a position of decision making;

"merchant" means an entity which accepts e-money as payment for goods or services;

"operational risk" is risk that hardware and software problems, or human error, or malicious attack will cause a system to break down or malfunction giving rise to financial exposures and possible losses:

"outsourcing risk" is a risk introduced by subcontracting or outsourcing certain services or operations;

"outstanding e-money liabilities" means the unutilised amount of e-money which has been issued and the utilised amount of emoney which is pending payment to merchants; "payment instruments" has the meaning assigned to it in the Payment Systems Act 2014;

"principal shareholder" has the meaning assigned to it in the Financial Institutions Act, 2012;

"suspicious transactions" means a transaction where there are reasonable grounds to suspect that the transaction is related to a money laundering offence or a terrorist activity financing offence;

"the Act" means the Payment Systems Act 2014;

"the Central Bank" means the Central Bank of Lesotho;

"trust account" means a dedicated account held in a supervised bank in Lesotho, that holds e-money balances and that operates in accordance with Schedule 4;

"unclaimed fund" means moneys held by issuer of electronic payment instrument and in respect of which the owner has not, for such period as determined by the Central Bank, communicated with such issuer of electronic payment instruments or in any other manner indicated an interest in the property.

(2) All other words used have the meaning assigned to them under the Payment Systems Act, 2014.

Objectives

3. The objective of these regulations is to provide for the licensing and oversight of issuers of electronic payment instruments including issuance of emoney as well as general provisions applying to e-money issuers.

Application

- 4. (1) These regulations apply to issuers of electronic payment instruments.
 - (2) Part V applies to e-money issuers, including financial institu-

tions:

Provided that they are allowed to issue e-money under these regulations or under the Financial Institutions Act, 2012 or any regulations made thereunder.

PART II - ISSUANCE OF ELECTRONIC PAYMENT INSTRUMENTS AND LICENSING

Licensing

5. A company shall not conduct the business of issuer of electronic payment instruments unless it is licensed under Part III or as a financial institution under the Financial Institutions Act, 2012 or any regulations thereunder.

Application for a license

6. A company which intends to conduct business in Lesotho as an issuer of electronic payment instruments shall submit a written application to the Central Bank for licensing using the application form set out in Schedule 1 and accompanied by the information set out therein.

Licensing requirements

- 7. (1) The Central Bank may refuse to grant a license if any of the following conditions is not met:
 - (a) the applicant shall be a company with a registered office in Lesotho;
 - (b) the applicant shall immediately before the granting of a license hold an amount of core capital as set out in Schedule 2;
 - (c) the applicant shall satisfy the Central Bank that:
 - (i) its principal shareholders are fit and proper persons;
 - (ii) the key management officials are fit and proper and possess appropriate knowledge and experi-

- ence to issue e-money and provide electronic payment services;
- (iii) it has a board of directors as prescribed by the Companies Act 2011, whose major responsibilities shall include:
 - (aa) to determine, review and approve strategies, business plans and significant policies, including its risk appetite and monitor management's performance in implementing them;
 - (bb) to set corporate values and clear lines of responsibility and accountability that are communicated throughout the organisation;
 - (cc) to ensure competent management;
 - (dd) to ensure that the operations of the business are conducted prudently, and within the framework of relevant laws and policies;
 - (ee) to ensure that comprehensive risk management policies, processes and infrastructure, and effective operationalisation of the risk controls to manage the various types of risks, are in place and effective; and
 - (ff) to establish an effective internal audit function;
- it has a business plan which shows a forecast budget calculation for the first 3 years, under which appropriate and proportionate systems, resources and procedures shall be employed by the company to operate soundly;

- (vi) in case of issuance of e-money, it has taken adequate measures for the purpose of safeguarding e-money holders funds in accordance with Schedule 4;
- (vii) it has robust governance arrangements for its electronic payment instrument issuance business, including a clear organisational structure with well-defined, transparent and consistent lines of responsibility;
- (viii) it has established adequate operational arrangements for the payment instruments offered, and services, which include the following:
 - (aa) rules and procedures stating the rights and liabilities of the issuer and the user, and the risks that may be incurred;
 - (bb) measures to ensure prudent management of the funds collected from customers;
 - (cc) measures to ensure the safety, security and operational reliability of the payment instrument, including contingency arrangements; and
 - (dd) measures to ensure separate records and accounts for its payment instrument activities from its other business activities;
- (ix) it has effective procedures to identify, manage, monitor and report any risks to which it might be exposed, which are proportionate to the nature, scale and complexity of the payment instrument to be issued;
- (x) it has adequate internal control mechanisms, including sound administrative and accounting procedures, which are comprehensive and proportionate to the nature, scale and complexity of the payment instrument to be issued.

- (2) In determining the fitness and propriety of key management officials referred to in subregulation (1)(c)(i), the Central Bank shall request all necessary information as set out in Schedule 6.
- (3) The Central Bank may specify other criteria as and when necessary.

Determination of application for a licence

- 8. (1) The Central Bank shall determine an application for a license within 3 months beginning with the date on which it received the complete application.
- (2) At any time after receiving an application and before determining it, the Central Bank may, if it considers the application as incomplete, require the applicant to provide it with such further information as it reasonably considers necessary to enable it to determine the application.
- (3) If the Central Bank makes a request for further information under subregulation (2), the Central Bank is not obliged to consider the application until the applicant concerned provides the information so requested.
- (4) The applicant may withdraw its application, by giving the Central Bank notice, at any time before the Central Bank determines it.
 - (5) The Central Bank shall either -
 - (a) grant a license for the issuance of electronic payment instruments; or,
 - (b) refuse to grant such a license.
- (6) The Central Bank may subject the license to the conditions that it considers appropriate, in accordance with regulation (10) and thereafter give the applicant notice of its decision.
- (7) In case of granting of a license, the notice shall state the date on which the license takes effect.
 - (8) If the Central Bank decides to grant a license to the applicant, it

shall enter it into its register as soon as practicable.

Licensing conditions

- 9. (1) In granting a licence, the Central Bank may impose conditions to be satisfied by the licensee, as it considers appropriate.
- (2) A condition may, in particular, be imposed so as to require the licensee to take a specified action or to refrain from taking a specified action.
- (3) A condition may be imposed by reference to the licensee's relationship with its group or other members of its group.
 - (4) Where -
 - (a) an applicant intends to carry on business activities other than the issuance of electronic payment instruments; and
 - (b) the Central Bank considers that the carrying out of such other business activities will impair, or is likely to impair -
 - (i) the financial soundness of the applicant; or
 - (ii) the Central Bank's effective supervision of the applicant, the Central Bank may require the applicant to establish a separate body corporate to carry on the issuance of electronic payment instruments, and impose the conditions that it deems appropriate.
 - (5) Any condition imposed upon the licensee by the Central Bank shall expire at the end of such period as the Central Bank may have specified in the licence.
 - (6) The Central Bank may prescribe other conditions as it deems fit.

Post-application conditions

- 10. (1) Where the Central Bank is satisfied with the documentation submitted in accordance with regulation 7, it may require the applicant to conduct a pilot of the service during a period to be prescribed by the Central Bank.
- (2) The pilot phase may be subject to a system audit by an independent system auditor whose results shall be submitted directly to the Central Bank and the costs incurred in the application process including that of the system audit shall be borne by the applicant.
- (3) The Central Bank may refuse to grant a licence in case of an unsatisfactory outcome of the pilot of the service.
- (4) Where satisfied by the outcome of the pilot phase, the Central Bank may grant a license with or without additional conditions.

Use of the words "issuer of electronic payment instruments" in title

11. No person other than an issuer of electronic payment instruments licensed under Part III shall use the word "issuer of electronic payment instruments" or any of its derivatives in any language, or make any representation to this effect in any bill-head, letter-paper, notice, advertisement or in any other manner whatsoever for the purpose of transacting business in Lesotho.

Register of licensed issuers of electronic payment instruments

12. The Central Bank shall establish a register of all licensed issuers of electronic payment instruments, with details of their registered offices.

Period of validity of license, renewal and licence fees

- 13. (1) A license shall be granted for a period of one year and shall be subject to the licensing fee set out in Schedule 3.
- (2) A licensed company shall, so long as its licence has not been withdrawn or suspended in terms of these regulations, pay to the Central Bank a licence fee as prescribed in these regulations.

- (3) The Central Bank may, from time to time, amend the fees payable.
- (4) An application for renewal of a license as an issuer of electronic payment instruments shall be made to the Central Bank at least 2 months prior to the expiry of the license and shall be:
 - (a) in the application Form for renewal as set out in Schedule 7:
 - (b) accompanied by any other information as the Central Bank may require and submitted with the proof of payment of the annual renewal fees as set out in Schedule 3

Withdrawal and suspension of license

- 14. (1) The Central Bank may withdraw or suspend a license granted to a company and remove it from the register at any time if:
 - (a) the company has not issued electronic payment instruments within 12 months beginning with the date on which the license was granted;
 - (b) the company requests, or consents to the withdrawal of the license;
 - (c) the company ceases to engage in business activity for more than 30 days;
 - (d) the company has obtained a license through false statements or by any other irregular means;
 - (e) the company no longer meets, or is unlikely to meet, any of the licensing conditions set out in these regulations and or license;
 - (f) the company would constitute a threat to the stability of a payment system by continuing its business of issuing

of electronic payment instruments;

- (g) the withdrawal is desirable in order to protect the interests of consumers; or
- (h) the company's issuance of electronic payment instruments contravenes the provisions of the Act or these regulations.
- (2) Before withdrawing a license, the Central Bank shall give the licensee notice of its intention to do so, and shall afford the licensee a reasonable opportunity to show cause why the license shall not be withdrawn.
- (3) The Central Bank shall automatically withdraw the license if the licensee is declared insolvent or if, for whatever reason, it loses any license, other than its licence under these regulations, or any license which allows it to operate its business in Lesotho.
- (4) After taking a decision to withdraw a license, the Central Bank shall notify the issuer of electronic payment instruments and shall issue a public notice in such manner as it may deem appropriate.

PART III - OVERSIGHT OF ISSUERS OF ELECTRONIC PAYMENT INSTRUMENTS

Permitted activities

- 15. (1) An issuer of electronic payment instruments may, in addition to his activity of issuance of electronic payment instruments, engage in the provision of operational and closely related ancillary services, including -
 - (a) ensuring the execution of payment transactions;
 - (b) provision of financial services in partnership with financial institutions, as may be approved by the Central Bank; and
 - (c) distribution of interest accrued on the trust account to e-money holders in accordance with the methodology approved by the Central Bank.

(2) An issuer of electronic payment instruments may conduct other commercial or business activities subject to prior written approval of the Central Bank.

Capital requirements

16. An issuer of electronic payment instruments shall, at the time of licensing and at all times, hold a core capital as set out in Schedule 2.

Payment process requirements

- 17. (1) An issuer of electronic payment instruments shall -
 - (a) provide the Central Bank with a detailed payment management value chain that covers the entire process of execution of payments, including customer registration and management, customer service, dispute resolution arrangements and finality of transaction settlement;
 - (b) ensure that the amount of the e-money is credited in real time to the e-money holder's account upon receipt of the instruction from the e-money holder.
- (2) An issuer of electronic payment instruments may not revoke an electronic transfer once the transaction settlement is completed, unless the issuer has sufficient grounds to reverse the transaction in line with the error resolution procedures that the issuer has in place.

Outsourcing

- 18. (1) An issuer of electronic payment instruments may enter into an agreement to outsource its operational functions of providing electronic payment instruments.
- (2) Where an issuer of electronic payment instruments intends to outsource its functions under sub-regulation (1), it shall notify the Central Bank prior to implementation of the outsourcing agreement.
- (3) Where an issuer of electronic payment instruments has outsourced the performance of its operational functions, it shall take all necessary

steps to ensure compliance with these regulations.

- (4) Notwithstanding sub-regulation (1), an issuer of electronic payment instruments is responsible for anything done or omitted by any of its employees or branch or any other entity executing transactions on its behalf or to which activities are outsourced, as well as, in case of issuance of e-money, by any acts carried out by its agent.
- (5) For purposes of this regulation, an issuer of electronic payment instruments shall not outsource its material operational functions in such a way as to impair -
 - (a) the quality of internal control of the issuer of electronic payment instruments; and
 - (b) the ability of the Central Bank to monitor compliance of the issuer of electronic payment instruments with the Act and these regulations.
- (6) For the purposes of sub-regulation (5), an operational function shall be regarded as material if a defect or failure in its performance would materially impair -
 - (a) the continuing compliance by the issuer of electronic payment instruments with the requirements of its licensing obligations under these regulations;
 - (b) its financial performance; or
 - (c) the soundness or the continuity of its services.
- (7) Where an issuer of electronic payment instruments outsources a material operational function under these regulations, it shall ensure that:
 - (a) the outsourcing does not result in the delegation of its core responsibilities;
 - (b) its relationship and obligations to its customers are not altered:

- (c) its licensing requirements are not undermined, including any conditions imposed by the Central Bank.
- (8) The Central Bank shall continue to exercise its oversight and supervisory powers under these regulations in respect of third parties to whom functions have been outsourced.

Prudent management of funds

- 19. An issuer of electronic payment instruments shall have the following obligations -
 - (a) manage the funds collected from customers prudently;
 - (b) in case of issuance of e-money, within a period of 30 days -
 - (i) ensure that e-money balance refunds are made to e-money holders; and
 - (ii) ensure that payments are made to merchants for services rendered relating to e-money;
 - (c) ensure that it maintains sufficient liquidity for its daily operations.
 - (d) avoid amalgamation of funds by managing e-money funds separately from the working capital funds through the use of the trust account.

Obligations applicable to the issuer of electronic payment instruments

- 20. (1) In addition to other requirements stated in these regulations, an issuer of electronic payment instruments shall -
 - (a) ensure that the proposed issuance of electronic payment instruments meets all the requirements specified in these regulations and others that may be set by the Central Bank from time to time:
 - (b) ensure that the service maintains electronic audit trails

- and reporting mechanisms that meet operational, financial, regulatory and other reporting requirements;
- (c) impose a sound risk management framework for the services;
- (d) use systems capable of being or becoming interoperable with other issuers of electronic payment instruments, financial institutions and other payment systems both in the country and internationally;
- (e) not effect the transfer of funds for an amount which exceeds the credit balance in the relevant account;
- (f) abide by the provisions of Financial Institutions Act in sofar as acceptance of deposits from the general public is concerned;
- (g) enable the Central Bank to conduct its oversight activities and system review at any point in time, including oversight in the form of on-site inspection;
- (h) on a monthly basis, submit to the Central Bank information stipulated under regulation 27(1)(b) and (c).
- (2) In addition to the provisions of sub-regulation (1), an issuer of electronic payment instruments shall conduct its activities in a manner that does not preclude the Central Bank from carrying out its supervisory and regulatory functions.

Financial statements

21. An issuer of electronic payment instruments shall prepare its financial statements in accordance with the requirements of internationally accepted accounting practices or standards as adopted by the Lesotho Institute of Accountants.

Audit and accounting

22. (1) An issuer of electronic payment instruments shall, annually, no-

tify the Central Bank of its intention to appoint an independent auditor, who shall be approved by the Central Bank.

- (2) An independent auditor appointed under sub-regulation (1) shall be a member of the Lesotho Institute of accountants and shall not hold the appointment for a period exceeding 5 years unless otherwise exempted by the Central Bank.
- (3) The duties of an auditor appointed under these regulations shall include, but not limited to the following -
 - (a) to audit operations of the issuer of electronic payment instruments;
 - (b) to submit to the issuer of electronic payment instruments audit information or reports;
 - (c) to submit to the Central Bank information relating to the audit when so required;
 - (d) to report to the Central Bank any irregularity in the management of its activity as issuer of electronic payment instruments which has come to his notice during the audit
- (4) The furnishing of information in good faith by an auditor under sub-regulation (3)(c) shall in no circumstances be held to constitute a contravention of any provision of the law or code of professional conduct to which such auditor may be subject.
- (5) If the auditor is unable to make an audit report contemplated in sub-regulation (3) or to make it without qualification, he shall make a report explaining the facts or circumstances which prevented him from making his audit report with or without qualification.
- (6) An issuer of electronic payment instruments which carries on activities other than the issuance of electronic payment instruments shall provide to the Central Bank separate accounting information in respect of its issuance of electronic payment instruments.

Record keeping

- 23. (1) An issuers of electronic payment instruments shall maintain -
 - (a) records of its activities and keep them for at least 10 years from the date on which the record was created;
 - (b) an accurate and complete record of accounts opened which shall include but not limited to -
 - (i) the date on which the account was first created;
 - (ii) the identity of the e-money holders or customers;
 - (iii) the individual balances held by such e-money holders or customers; and
 - (iv) the transactions carried out by them, the aggregate e-float and the amount in the trust account.
 - (2) Where an issuer of electronic payment instruments has listed agents, it shall maintain a record of the following -
 - (a) the procedure for recruiting agents;
 - (b) a copy of the agreement between the parties;
 - the policies and procedures approved by the issuer of electronic payment instruments for agents when providing e-money services;
 - (d) a description of the technology to be used by the agent to deliver the services;
 - (e) volumes and values of transactions carried out by each agent;
 - a risk assessment report of the provision of the services through agents including the control measures applied to mitigate the risks;

- (g) the proposed security measures to be adopted for the premises of agents;
- (h) the agent manual and any material used for training agents;
- (i) information about the agents which includes but not limited to the following -
 - (i) the names, addresses and contact numbers of the agents;
 - (ii) the identity of the persons responsible for the management of the agent; and
 - (iii) a register of agents whose services have been suspended or terminated and the reasons for such suspension or termination.
- (j) such other information as the Central Bank may require from the issuer of electronic payment instruments from time to time.

Anti-money laundering and suspicious transactions reporting

- 24. (1) An issuer of electronic payment instruments shall ensure that the design and implementation of its payment system, reduces the opportunities and incentives for abuse and provides the means to filter out suspicious activities by -
 - (a) putting in place Know Your Customer procedures as prescribed under the Money Laundering (Accountable Institutions) Guidelines 2013⁵ as may be amended from time to time; and
 - (b) ensuring that agents comply with the Money Laundering and Proceeds of Crime Act 2008⁶, and its implementing regulations.
- (2) An issuer of electronic payment instruments shall report any knowledge or suspicion of money laundering related to a specific customer or

transaction to the Financial Intelligence Unit forthwith by using the relevant suspicious transactions report.

- (3) An issuer of electronic payment instruments shall ensure that all transactions in Lesotho are in a currency recognized as legal tender in Lesotho.
- (4) Where transactions are to be made in a foreign currency between residents, the issuer of electronic payment instruments shall seek permission from the Central Bank to conduct such transaction.
- (5) Prior permission of the Central Bank is required where an issuer of electronic payment instruments who intends to conduct regional cross border transactions, which shall be settled through a regional clearing house.
- (6) Where transactions are conducted outside the jurisdiction of regional clearing house, issuers of electronic payment instruments may partner with licensed money transfer operators within the concerned jurisdiction.
- (7) Prior to transacting with the operator contemplated in sub-regulation (6), an issuer of electronic payment instruments shall be satisfied that the operator complies with the Money Laundering and Proceeds of Crime Act 2008, and its implementing regulations.

Unclaimed funds

- 25. (1) An issuer of electronic payment instruments shall, in an effort to curb money laundering and financing of terrorism activities, treat unclaimed funds as follows -
 - (a) whenever an electronic payment instrument has not operated for a period of up to 2 years, such an account shall be considered as dormant in the books of issuer of electronic payment instruments;
 - (b) an account contemplated in paragraph (a) shall be transferred to a separate register of dormant accounts in the books of an issuer of electronic payment instruments;
 - (c) no service charge or levy shall be imposed on an account contemplated under paragraph (b);

- (d) where an account contemplated in paragraph (b) remains unclaimed for 2 years, an issuer of electronic payment instruments concerned shall publicise in the media of wide circulation;
- (e) where funds remain unclaimed after a period one year from the date of publication in the media, the funds shall be transferred forthwith by the issuer of electronic payment instruments concerned to the Central Bank;
- (f) an issuer of electronic payment instruments shall be relieved of all liability for any claim in respect of unclaimed funds that have been transferred to the Central Bank;
- (g) the right to claim funds contemplated under regulation 26 shall remain with the rightful owner or the owner's heirs or assignees;
- (h) funds claimed under these regulations shall not accrue any interest;
- (i) a licensed issuer of electronic payment instrument holding funds presumed to be unclaimed under these regulations shall annually report such holding to the Central Bank.
- (2) Failure to comply with sub-regulation (1)(h) constitutes an offence punishable under Part VI.

Periodic reporting

- 26. An issuer of electronic payment instruments shall submit to the Central Bank -
 - (a) its annual audited financial statements not later than 3 months after its financial year end, which statements shall show clearly the income and expenditure of the business together with its assets and liabilities;

- (b) statistical information for each month in the format prescribed by the Central Bank on a date that will be determined from time to time; and
- (c) any other information that the Central Bank may request from time to time.

Inspections

- 27. (1) In accordance with section 16 of the Act, the Central Bank may -
 - (a) conduct on-site inspections at the premises of an issuer of electronic payment instruments and its agents;
 - (b) inspect, at any time, the books of accounts, trust account and other documents of an issuer of electronic payment instruments including those of its agents and agent;
 - (c) by notice, at any time, require an issuer of electronic payment instruments or, in case of issuance of e-money, require any of its agent or agents to provide information to the Central Bank, in such manner and form as the Central Bank may specify.

Special audit

- 28. (1) The Central Bank may appoint an appropriate professional to conduct a special audit on the operations of an issuer of electronic payment instruments, whose cost shall be borne by the issuer of electronic payment instruments.
- (2) If the Central Bank has reason to believe that the operations of an issuer of electronic payment instruments are being conducted in a manner that is detrimental to the interest of the e-money holders or customers or are in contravention of the terms and conditions imposed, it may take any of the following courses of action -
 - (a) issue directives regarding measures to be taken to improve the management and provision of the issuance of

payment instruments services;

- (b) suspend or withdraw the license; or
- (c) impose any other conditions as it may consider appropriate.

Notification and approval of changes

- 29. (1) An issuer of electronic payment instruments who intends to introduce a substantial change or enhancement in its service shall seek prior authorisation from the Central Bank.
- (2) For the purpose of sub-regulation (1), a substantial change or enhancement shall refer to a change or enhancement which expands the scope or, the nature of its service and may include but not limited to the following -
 - (a) additional functionality of its service such as accessing new electronic channels;
 - (b) changing any major partners or sub-contractors in the business; or
 - (c) any changes to the documentation and information provided during the application process.

Cessation of the service

- 30. (1) Any issuer of electronic payment instruments who wishes to cease carrying on the business or activity of issuance of electronic payment instruments, shall notify the Central Bank in writing.
- (2) The notification contemplated in sub-regulation (1) shall be made 90 days before cessation of operations.
- (3) The Central Bank shall have powers to order the issuer of electronic payment instruments to take any action prior to exiting from the service.

PART IV - SPECIFIC PROVISIONS ON E-MONEY

Issuing and redemption of e-money

- 31. (1) An e-money issuer shall -
 - (a) on receipt of funds, issue without delay electronic money at par value; and
 - (b) at the request of the e-money holder, redeem at par value, the monetary value of the e-money held.
- (2) An e-money issuer shall provide refunds of e-money balances in their e-money holders' accounts on demand of e-money account holder.
- (3) The refund contemplated in sub-regulation (2) shall be made within 5 days of the claim and shall not attract any fees other than the normal withdrawal fees.

Terms and conditions

- 32. (1) An e-money issuer shall ensure that the rights and responsibilities of e-money holders, agents and merchants are clearly stated in the relevant contractual documents or terms and conditions and ensure that they are easily accessible through appropriate channels, including but not limited to the issuer's website, brochures and registration forms.
- (2) An e-money holder and a merchant shall be given at least 21 days' notice before any variation to the terms and conditions may take effect.

Consumer protection and recourse

- 33. (1) An e-money issuer shall put in place measures to address consumer protection, education and privacy and shall ensure that -
 - (a) its user charter, at a minimum, includes its commitment towards ensuring safe operations, privacy of customer information, reliable and quality service, transparency of product and services, and prompt response to enquiries, complaints, refunds and disputes;

- (b) measures to address complaints or queries raised by e-money holders and a dispute resolution mechanism are available;
- (c) statements on the risk of loss arising from insolvency of issuer, lost or stolen e-money instruments, or fraudulent transactions are provided to e-money holders and merchants.
- (2) An e-money issuers shall ensure that appropriate and effective procedures for receiving, considering and responding to complaints are put in place, which shall ensure that -
 - (a) information about procedures for handling complaints is easily available to customers at any channel used in the provision of e-money services;
 - (b) agents are trained on receiving complaints and handling their resolution or escalation;
 - (c) a dedicated toll free telephone line for complaint resolution is provided; and
 - (d) records are kept for all complaints lodged and how such complaints were resolved.

Prohibited activities

- 34. An issuer of electronic payment instruments licensed to issue e-money shall not -
 - (a) issue the e-money at a discount;
 - (b) take deposits within the meaning of the Financial Institutions Act, 2012.

Trust account

35. (1) An issuer of electronic payment instruments licensed to issue emoney shall deposit the funds collected from e-money holders into a trust account opened at a bank licensed in Lesotho, in accordance with the provisions set out in Schedule 4.

(2) An issuer of electronic payment instruments shall ensure that agent accounts are credited within 24 hours following a deposit made in the trust account.

Appointment of an agent

- 36. (1) An issuer of electronic payment instruments may appoint an agent to undertake on its behalf, agency services or cash payment services respectively.
- (2) In appointing an agent, an issuer of electronic payment instruments shall -
 - (a) exercise due diligence; and
 - (b) carry out suitability assessments of the agent.
- (3) An agent appointed under subregulation (1) shall be provided with adequate training and support, including a manual containing the policies, rules and operational guidelines needed to ensure safe and efficient provision of services to e-money holders

Services performed by an agent

- 37. An agent appointed under regulation 36, may provide services to multiple e-money issuers provided that -
 - (a) they have a separate contract with each e-money issuer for the provision of such services; and
 - (b) they have the capacity to manage the transactions for the different e-money issuers.

Mitigation on fraudulent and criminal activities

38. An issuer of electronic payment instruments licensed to issue e-money shall -

- (a) as a means to mitigate fraudulent and criminal activities, ensure as a minimum that complete "end-to-end" electronic audit trails are in place that provide a complete and total record of -
 - (i) all transactions undertaken by a merchant;
 - (ii) all transactions undertaken by an e-money holder:
 - (iii) complete electronic records of all transactions undertaken within any service providers products and services;
- (b) conduct customer due diligence on potential merchants who apply to participate in its scheme;
- (c) put in place Know Your Customer procedures as set out in Schedule 5.

PART V - PENALTIES

Penalties

39. A person who contravenes a provision of these regulations may be liable to the sanctions under sections 18 and 34 of the Act.

PART VII - TRANSITIONAL PROVISION

Transitional provision

40. A person who commenced issuing e-money under Mobile Money Guidelines, 2013 shall be deemed to have been issued a license under these regulations as issuers of electronic payment instruments issuing e-money, and shall be allowed a period of 6 months to comply with the provisions of these regulations.

DR. RETŠELISITSOE MATLANYANE GOVERNOR OF THE CENTRAL BANK OF LESOTHO

NOTE

- 1. Act No. 11 of 2014
- 2. Act No 18 of 2011
- 3. Act No. 25 of 1967
- 4. Act No. 3 of 2012
- 5. L.N. No. 55 of 2013
- 6. Act No. 4 of 2008

SCHEDULE 1

APPLICATION FOR LICENCE TO OPERATE AS ISSUER OF ELECTRONIC PAYMENT INSTRUMENTS AND SUPPORTING DOCUMENTS (regulation 6)

A. APPLICATION FORM

APPLICANT'S PARTICULARS			
Position of the applicant in the named issuance	of payment instrument business:		
Chief Executive Officer			
Partner			
Other (Specify)			
Address of the business:			
Physical Address	Telephone number		
	Fax number		
Postal Address	Email address		
	Website		
A. 1. If the business is to be operated in such a way that it utilises certain payment systems please indicate their names below:			

2. Please provide details of how the business uses the above payment systems to conduct its business by stating the number of links including telecoms, hardware and software links of this particular system business to the named sys-

tems:						
3. Please state the mode of transferring money to be used:						
4. Please state if the business is a franchise and the distribution of the already established outlets in the country:						
5. Please provide particulars of ALL the sole proprietor/partners/director of issuers of electronic payment instruments business:						
Full Names Nationality Experience in issuing electronic payment instruments						
6. Give details of the electronic payment instruments business's organisational structure, management and ownership:						

7. Give details of the volumes and values of transactions expected to be or are currently being processed by the electronic payment instruments business in question:

8. Where the electronic payment instruments business is partly owned by a foreign institution/corporation/firm, please indicate below the name and loca-
tion and state the regulatory body that the electronic payment instruments business is registered under in that foreign country:
9. Give details of arrangements or proposed arrangements for monitoring and enforcing compliance with the Payment Systems Act of 2014 and these regulations:
10. Please briefly outline the risk management measures put in place to address liquidity, credit and such other risks:

11. Business Plan

Please furnish business plan on a separate sheet of paper. Remember to include the following: business model, clientele type, the kind of electronic payment instruments business service intended to be provided and other such relevant information.

I/We, the undersigned, declare that the particulars in this application are true to the best of my/our knowledge and I/we have not suppressed any material fact. I/we understand that if after the issuance of the designation license, it is found that I/we have made any false declaration in this form; the Central Bank of Lesotho may withdraw this license as stipulated in the Payment Systems (Issuers of Electronic Payments Instruments) Regulations, 2016.

		-		
Date	Authorised Signator	ory	Name in Block Letters	Designation
Date	Authorised Signator	N	ame in Block Letters	Designation

B. DOCUMENTS TO BE SUBMITTED TO THE CENTRAL BANK OF LESOTHO

- 1. Certification of incorporation as a body corporate constituted under the laws of Lesotho
- 2. If applicable, a copy of any license required to operate its business in Lesotho (such as, if applicable, a copy of the licence to operate mobile telecommunications services obtained from the Lesotho Communications Authority (LCA) or any other body with authority to grant such licences in Lesotho.
- 3. A description of the payment instrument(s) for which it wants to be licensed and its impact on the payment system provider's business strategy.
- 4. In case of issuance of e-money, information regarding the agents.
- 5. A technical proposal, including complete system architecture, of the proposed payment instrument including an indication of interoperability of the proposed solution.
- 6. Proof of availability of the provider's Information and Communications Technology security policies including contingency arrangements and disaster recovery plans for the proposed service.
- 7. Proof of capital as prescribed in Schedule 2.
- 8. Description of customer protection procedures such as customer data and financial records.
- 9. Identity qualification of key management officials.
- 10. Confirmation of the payment of application fee set out in Schedule 2.
- 11. Error resolution procedures.
- 12. Any other information the Central Bank may deem relevant in vetting the application.

CORE CAPITAL

(regulations 7(1)(b) and 16)

Description Core Capital (Maloti)

Electronic Payment Instrument Issuer M 500,000

LICENCE FEES

 $(regulation \ 13(1), (4)(b))$

Description	Registration Fee	License Fee	License Renewal Fee
Electronic Payment Instrument Issuer	M500	M1000	M1000

TRUST ACCOUNT (regulations 2(1), 7(1)(c)(vi))

- 1. An issuer of electronic payment instruments issuing e-money, hereafter "the Issuer", shall open a trust account (Trust Account) with a licensed commercial bank in Lesotho (Trustee Bank), reflecting all monetary values relating to transactions in E-money payment services.
- 2. A Central Bank may from time to time determine the maximum amount which each Trustee Bank is allowed to hold in a Trust Account.
- 3. The issuer shall -
 - (a) ensure that the balance on the Trust Account shall at all times be equal to the outstanding (unclaimed) balance of all e-money holders;
 - (b) not transfer the funds to its own account used for normal business operations;
 - (c) not commingle the funds held in trust with the funds of any person other than payers and payees on whose behalf the funds are held:
 - (d) employ appropriate risk mitigation strategies to ensure that the funds held in the Trust Account are sufficiently diversified and placed in commercial banks licensed under the Financial Institutions Act or Government of Lesotho securities; and
 - (e) ensure that the amount of funds held in Trust Account complies with the limits advised by the Central Bank from time to time.
- 4. The Trustee bank shall hold funds on behalf of all e-money holders under a Declaration of Trust (the Trust Deed).
- 5. A Trust Deed, duly examined and approved by the Central Bank, shall be concluded between the Issuer and a Trustee Bank.
- 6. A Trust Deed shall at minimum contain -

- (a) principal characteristics of the service provided pursuant to the Trust;
- (b) details of how the fund shall be held and invested;
- (c) procedures for nomination of the Trustees;
- (d) the duties, responsibilities and the extent of liability of Trustees;
- (e) provisions on discontinuation or termination of the Trust and subsequent handling of the Trust Account;
- (f) procedure of handling of dormant accounts;
- (g) procedure of handling accounts of deceased persons;
- (h) rights of system participants and beneficiaries;
- (i) applicable law and mode of resolution of disputes;
- (j) where the trustee is a company, duties of the management company and key particulars of the management arrangement; and
- (k) use of income generated from the trust fund.
- 7. A Trust Deed concluded in terms of item 5 shall expressly state that -
- (a) the Trustee Bank holds all amounts which constitute the Trust Fund, on trust, for the e-money holders;
- (b) the beneficial entitlement of each e-money holder to the Trust Fund at any time shall be to such amount of the Trust Fund in conventional money as is equal to the amount of e-money in the e-money account of such emoney holder at that given time;
- 8. An Issuer shall be entitled to levy certain charges on e-money holders for the operation of the service provided. Where it does so, the e-money account of the relevant e-money holder will be debited by the amount in e-money of the relevant charge and the e-money account of the issuer shall be credited with the relevant amount.

- 9. The issuer undertakes to the Trustee bank and to the e-money holders that it will not issue any new e-money other than in return for an equal amount in conventional money being paid to and received by the Trustee Bank.
- 10. The issuer shall not execute any transfer of any e-money from any emoney account of an amount which exceeds the credit balance of e-money in the relevant emoney account.
- 11. The trust money shall not form part of assets of the Trustee Bank and shall not be affected in any manner whatsoever should the Trustee Bank be subject to liquidation.
- 12. The Trust Account shall be subject to regular oversight by the Central Bank which might entail the right to enquire the balances or request the statement print out from time to time.
- 13. For the purposes of Anti Money Laundering and other prohibited crimes involving funds transfer, funds in the trust account deposited in the Trustee Bank shall also be regulated by the Central Bank under the Financial Institutions Act, 2012.
- 14. The provisions relating to unclaimed funds under these regulations, shall also apply to all unclaimed funds that shall be held in the Trust Account.
- 15. Ongoing reconciliation shall be performed to ensure that at all times the Trust Account holds the exact amount in circulation.
- 16. A Trust account shall earn interest and the interest amount shall be used to cover operational expenses of the Trust Account. Any excess amount shall be declared with the Central Bank, which shall provide guidance regarding its usage.

ANTI-MONEY LAUNDERING (KYC-CDD) AND SUSPICIOUS TRANS-ACTIONS REPORTING (regulation 38(c))

A hierarchical approach towards the implementation of KYC/CDD is required to make a success of financial inclusion strategy of e-money services. A three tier KYC/CDD requirement matrix for e-money issuers is therefore stipulated as follows:

KYC/CDD LEVEL	VERIFICATION	E-MONEY
	REQUIREMENTS	TRANSACTION LIMIT
LEAST KYC	FULL NAMES AND	DAILY LIMIT M2,500
	SURNAME	MONTHLY LIMIT M7,500
	PHONE NUMBER	
	PHYSICAL ADDRESS	
PRACTICAL KYC	FULL NAMES AND	Daily Limit – M5,000
	SURNAME	Monthly Limit – M15,000
	PHONE NUMBER	
	PHYSICAL ADDRESS	
	PASSPORT NUMBER	
FULL KYC	AS PER KYC require-	Daily Limit – M7,500
	ments as laid out in the	Monthly Limit – M20,000
	Money Laundering, Proc-	
	eeds of Serious Crime and	l
	Terrorist Financing Act	
	No.4 of 2008 read with	
	Money Laundering (Acco	-
	untable Institutions)	
	Guidelines, 2013	

PERSONAL QUESTIONNAIRE FOR PROSPECTIVE AND OR EXISTING KEY MANAGEMENT OFFICIALS ASSESSMENT FOR FITNESS AND PROPRIETY TO HOLD OFFICE (regulation 7(2))

6.1	The following criteria shall be taken into consideration in determining
if an	individual is fit and proper to hold office:

- (a) probity, diligence, competence and soundness of judgement;
- (b) reputation, character, integrity and honesty;
- (c) history of offence(s) involving fraud, dishonesty and violence;
- (d) engagement in deceitful, oppressive or improper business practices or any practices which would discredit him;
- (e) engagement, associated or conducted himself in a manner which may cast doubt on his fitness, competence and soundness of judgement;
- (f) contravention of any provision made by or under any written law appearing to the Central Bank to be designed for protecting members of the public against financial loss due to dishonesty, incompetence or malpractice; and
- (g) Declaration of insolvency.

SECTION I - INSTITUTIONAL INFORMATION

1. Name of the Institution in connection with which this quest being completed:			
2.	Complete legal name (No initials):		
3.	Other Names Used (Trade Names, Aliases):		
4.	Registration No.:		

5.	Tax Registration No.	
6.	Complete Address:	
Phys	sical Address Postal Address	
7.	Telephone: ()	Contact person:
S	ECTION II - PROSPECTIVE I	KEY MANAGEMENT OFFICIAL
8.	Position held/applied for:	
9.	Full Names (Mr/Mrs):	
10.	Nationality:	
11.	Date of Birth:	
12.	Place of Birth:	
13.	Complete Address:	
Physi	ical Address	Postal Address

SECTION III - COMPETENCE AND CAPABILITY ASSESSMENT

14. For the completion of this section, please attach your detailed curriculum vitae showing details of your education, professional qualifications, employment history up to the date of this questionnaire, including for each place of employment: details of the type of business, your title and the duties attaching to your position; the dates of employment, the name and address of your employer/s,

and send directly to the Bank.
15. (a) List all companies, partnerships, societies, corporations, or otherwise undertakings in which you are presently a director, partner, trustee, en ployee, owner or otherwise involved in the management of.
(b) Do any of the companies/societies/corporation indicated in (above, maintain a business relationship with the institution to which you have applied or you are currently part of? If so give particulars
(c) Do any of the companies/societies/corporations indicated in (above, prospectively plan to undertake business with this institution? If so give details
(d) Have you ever been or are you currently a beneficial owner of shareholder (holding at least 5% of issued share capital) in any company or coporation engaged in relevant activities as the institution to which you are filling this form for? If so, state:
Name and Address of the company/society/corporation:

Nature of business:_____

Number of shares held:	
(e) Are you a beneficial owner of any controlling interest in a body corporate, partnership, society or other business undertaking? If so, gi particulars, including nature and addresses of business partnership etc.:	
16. Have you ever been disqualified by any Court or by virtue of any states tory enactment from being a director or from acting in the senior management or conduct of the affairs of any financial sector institution whether in Lesot or elsewhere? If so, give details:	ent
	_
17. Have you ever been found mentally incompetent to manage your or affairs by any medical doctor at any time?	vn
Yes No	
SECTION IV - INTERGRITY ASSESSMENT	
18. Has any legal proceedings being issued against you in your personal of pacity or against any entity, partnership, society or any other business undertaing to which you are connected as a shareholder, partner, director or sen official? If pending, please give full details of the circumstances, and if not pering, how as the matter resolved?	ak- ior
	_
	_

19. Have you ever been refused entry to any profession or vocation whether in Lesotho or elsewhere? If so, give facts:

25. Has any bank or other financial institution with which you or any business undertaking owned, controlled or managed by you did any institution ever commenced legal action/court proceedings or declined doing any new business with you or your undertaking as a result of outstanding debts owed by you or the undertaking, or due to your not honouring other facilities afforded you (e.g. guarantee, etc.) by these institutions? If so, give details of the dispute and the manner in which the issue was resolved:
26. Has any loan or credit facility (or part thereof) extended to you by any financial or lending institution, been restructured, renegotiated, provided against or been the subject of a write off or debt forgiveness for reasons of non-payment by you? If so please provide full details of the debt/s, the circumstances surrounding the actions and the current status:
27. Whether in Lesotho or elsewhere, have you ever been a shareholder, director or been directly concerned in the management or conduct of affairs of any legal entity, society, partnership or any other business undertaking which has become insolvent and or gone into liquidation, whilst you were associated with the entity? If so, give details of the circumstances, including, name of company, name of liquidator and address of the liquidator:
28. Are you a subject of a judgment debt which is unsatisfied, either in whole or in part, whether in Lesotho or elsewhere? If so, give details:

- 29. Documentary Requirements: For the completion of this section, please submit to the Bank:
 - (a) A certified statement of your assets and liabilities;
 - (b) Latest tax compliance certificate
 - (c) Two letters, duly certified and notarized, from financial institutions with whom you have had dealings for the last two years on the performance of past and present accounts such as, unauthorized overdraft on deposit accounts, past-due or delinquent accounts.

SECTION VI - DUTY OF CARE

30.	(a)	Have you ever been subjected to a fine or punishment of any kind by any professional body because of failure to exercise duty of care in your capacity as a director, shareholder and or senior management official?
Yes □		No -
	(b)	Have you ever, in any jurisdiction, had an administrative order made against you?
Yes □		No 🗆
If so, §	give part	ticulars:
	(c)	Has any financial institution with which you or any business undertaking owned, controlled or managed by you does business ever threatened or commenced legal action/court proceedings or declined doing new business with you due to your not honoring other facilities afforded you (e.g guarantee, etc.) by these institutions? If so, give details of the dispute and the manner in which the issue was resolved?

	(d) Have you ever been charged and found guilty of any crime on grounds of negligence by a competent court whether in Lesoth or elsewhere? If so give details				
	(e)	Has any third party to whom you were dire ing with suffered loss-whether financial or the non-disclosure of information, lack of formation given by yourself in your profes give details	otherwise beca knowledge, wro	use of ong in-	
	(f)	Has any decision or your conduct been adtent court of law or any regulatory authority overriding the objectivity and bearing congive details	ty as prejudicial	, bias,	
		SECTION VII - GENERAL			
31. rector of tution?	of, or di	er in Lesotho or elsewhere, have you ever brectly concerned in the management of any			
	(a)	Which has been served with a petition to wind up	Yes □	No 🗆	
	(b)	Which has been wound up by a court	Yes □	No 🗆	
	(c)	The license of which has been revoked	Yes □	No 🗆	
	(d)	Which has been the subject of legal sued	Yes □	No 🗆	

(e)	Whose busine have been coor, fraudulent	Yes □	No □		
(f)	Will you be actively engaged in the financial sector institutions to which this application relates and devote the major portion of your time thereto Yes No No				
(g)	Please describe the particular duties and responsibilities that you will hold:				
(h)	If you are completing this questionnaire in the capacity of director, please indicate whether you will have any executive responsibility for the management of the institution's business:				
	(i) Do you, at all times while acting in your capacity as a director or executive Officer/manager of the institution, undertake to:				
	(a)	Act in good faith toward	ds the institutio	n;	
	(b)	Avoid conflict of interest your other interests and tution; and			
	(c)	Place the interests of the clients above all other in		d its,	

32. Before you assume your responsibility in the institution, you must have acquainted yourself with your duties and responsibility vis-à-vis your duties and responsibilities as contained in the applicable law, regulations and guidelines.

SECTION VI - OATH

oath and say that all stated and correct. That withholdi render me unfit will consti my expulsion from acting undertake, that as long as I official in this institution, I terial changes to or affecting herein supplied by me as so days from the day that the	herein is to the ng information tute a breach in the position of the continue to be will notify the complete toon as possible.	ne best of my kn on which if subn of these guideli on indicated in oe a director and the Central Bank eness and/or acc le, but in no eve	owledge and belief true nitted would most likely nes which will result in this guideline. I further d or senior management to of Lesotho of any ma- uracy of the information nt later than fifteen (15)
Signed at	on the	day of	20
By the Deponent who ack contents herein.	nowledges th	at he/she has re	ead and understands the
In the presence of Commis	ssioner of Oat	ths	
Signature:			
Name:			
Capacity:			
Address:	_		

Please attach your certified copy of a valid certificate to practice as a Commissioner of Oaths.

APPLICATION FORM FOR RENEWAL OF A LICENSE (regulation 13(4)(a))

Appl	cation for				
2.	APPLICANT'S CONTACTS				
	2.1. Physical address:				
	Town:				
	Postal Address:				
	2.2 Contact details Tel. no.: Fax no.:				
	Other Tel. no:				
	Email address:				
3.	DECLARATION				
	I/We hereby certify that the information we have provided in this application is true and correct to the best of my/our knowledge. I/We also understand that it is an offence to give false information in support of any application				
	Name:				
	Designation:				
	Signature:				

_			
Date:			
Date.	 	 	

COMPLETED APPLICATION FORMS SHOULD BE RETURNED TO:

Central Bank of Lesotho Cnr Airport & Moshoeshoe Roads P.O. Box 1184 Maseru 100, Lesotho

together with:

- (a) the applicant must submit a certified copy of a valid license from relevant licensing authority, where applicable;
- (b) details of changes in the applicant's governance arrangements and internal control mechanism, including administrative, risk management, accounting procedures, which demonstrates that these governance arrangements, control mechanisms and procedures are proportionate, appropriate, sound and adequate.
- (c) details of changes in the identity of:
 - (i) its owners;
 - (ii) its directors and persons responsible for the management of the mobile money services;
 - (c) the trust account holding.

FOR OFFICIAL USE ONLY

APPLICATION ACCEPTANCE SECTION

NO.	Application Requirements	Receiving officer	Checking officer			
1	Is the application form duly completed?	officer officer				
2	Is the application signed, giving applicant's name and designation?					
3	Is the authorization applied for within the Payment System (Issuers of Electronic Payment Instruments)Regulations 2016?					
Receiving officer comments						
Receiv	ving officer's name/signature/date					
Check	ing officer's comments					
Check	ing officer's name /signature/date					