Nevada's CREDIT UNIONS

2025 End of Session Report

OVERVIEW

Nevada's Credit Unions (NCU) is pleased to share the following summary of the 2025 Legislative Session. The 120-day legislative session adjourned at midnight on June 3rd.

1,164 bills were introduced, and of those, 606 passed. Eighty-seven were vetoed—breaking the previous state record of 75 set by Governor Joe Lombardo in 2023, and breaking the record for the total number of bills vetoed by any Governor in state history. The Legislature also authorized the expenditure of $33 billion over the biennium (July 1, 2025 to June 30, 2027)—including about $12 billion in direct appropriations from the State General Fund.

The political dynamics of this session were tense and mirrored that of 2023. Democrats once again held simple majorities in both houses, and Republican Governor Lombardo, in his second legislative session, acted as a backstop, giving the legislative process much needed political balance. Adding to that tension was a bleak budget forecast by Nevada's Economic Forum, which predicted a $350 million shortfall for the biennium.

Political pressure and the poor budget outlook caused many priorities to suffer. High level priorities this session included affordable housing, film tax credits, public safety, education, health care, and addressing budget shortfalls. Many priority bills failed, including Governor Lombardo's bills to address public safety/crime and health care. Additionally, the much-anticipated legislation to increase film tax credits as a way to attract the film industry to Las Vegas failed—mainly due to political fighting and budget concerns.

This session, Nevada's Credit Unions, in partnership with the Ferrari Reeder team, engaged in and monitored legislation related to financial literacy, coerced debt, medical debt, elder financial abuse, general banking, FinTech, artificial intelligence, and other key issues. Perhaps the most threatening measure in 2025 was a bill brought by the Retail Association of Nevada to address interchange fees, which the team engaged in well before the legislative session started. In addition to defending credit unions against harmful legislation, NCU successfully ran a bill to update the law governing state-chartered credit unions.

The following is a summary of NCU's top priorities from the 2025 legislative session, a primer on the interim period–when all policy is implemented and forthcoming policy is developed–and a brief summary of the 2026 election.

Interim (Post-Session)

As we close the 2025 Legislative Session, we enter the interim period—18 months of regulatory activity and the 2026 election cycle, which offers a new phase of engagement. The Legislature's interim committee structure mirrors the Legislative Session. Regular meetings of the legislative standing committees will begin as early as November of 2025. We want to note that critical policy is developed by the standing legislative committees, and each standing committee has bill draft authority. In addition to standing committees, the Legislative Commission, which approves all administrative regulations, and the Interim Finance Committee, will continue to meet regularly throughout the interim.

Standing Legislative Committees: Commerce and Labor (10 Bill Drafts); Education (10 Bill Drafts); Government Affairs (10 Bill Drafts); Growth and Infrastructure (10 Bill Drafts); Health and Human Services (15 Bill Drafts); Judiciary (15 Bill Drafts); Natural Resources (10 Bill Drafts); Legislative Operations and Elections (10 Bill Drafts); Public Lands *newly created in 2025 (4 Bill Drafts); and Revenue (10 Bill Drafts).

2026 Elections

In 2026, Constitutional Officers (Governor, Lt. Governor, AG, Controller, Treasurer), all 42 Assembly seats, and 11 of 21 Senate seats are on the ballot. A key focus of this election will be maintaining balance in the legislative process. Democrats are close to a supermajority in both houses, so the Republican Governor provides the only balance. Democrat Attorney General Aaron Ford has announced his candidacy for governor, and it is expected that former Governor Steve Sisolak will run as well. In the Senate, only three Republicans will be on the ballot and all three are in safe districts. Six Democrats are on the ballot and three of those races will be competitive. With all members running in the Assembly, there is opportunity on both sides to gain seats.

Key Election Dates:

- July 3, 2025 - End of political giving blackout period
- March 2-13, 2026 - Constitutional and legislative candidates file for office
- June 9, 2026 - Primary election
- November 3, 2026 - General election
- January 4, 2027 - Political giving blackout period begins
- February 2, 2027 - Legislative Session begins

LEGISLATION

NCU Proactive Measures

Senate Concurrent Resolution 4 - Senator Ohrenschall (D), et al. - Declares April 2025 as Financial Literacy Month. (BDR R-1163)
Status: Passed
Passage Details: Assembly 42-0; Senate 21-0
Summary: SCR4 of Nevada's 83rd Legislative Session (2025), designated April 2025 as Financial Literacy Month in the state. NCU worked with leadership in the Senate and Assembly, including former Senator Joyce Woodhouse, to draft and support adoption of the resolution. The resolution highlights the importance of financial education and previous legislative efforts supporting financial literacy. NCU members traveled to Carson City to join legislators on the floor of the Senate and Assembly to recognize the special occasion.

Senate Bill 375 - Senator Pazina (D) - Revises provisions relating to credit unions. (BDR 55-605)
Status: Signed
Passage Details: Assembly 42-0; Senate 21-0

Effective: Upon passage for regulatory purposes and on October 1, 2025 for all other purposes
Summary: SB375 modernizes the regulatory framework for state-chartered credit unions. NCU requested the bill to update several areas of statute that had not been changed in more than 20 years. NCU worked throughout the 2023-2025 interim to develop the policies. This work included multiple meetings with the Commissioner of the Financial Institutions Divisions ("FID") and discussions with the Nevada Bankers Association ("NBA"). Through much negotiation, FID cleared the policy concepts, but NBA was concerned about provisions that expanded investment authority of credit unions. This resulted in an effort by NBA to add an amendment that would prevent a state-charted credit union from purchasing a bank. NBA argued that there was a national trend of credit unions buying banks and that Nevada should not allow it. NCU argued that SB375 did not contemplate purchasing banks and that such a limitation did not belong in the bill. After several days of negotiation, NCU and NBA agreed to remove a provision of the bill that authorized FID to approve additional investments that are not contemplated in law. After the agreement, the bill passed through both houses unanimously. NCU staff presented the bill in committee to ensure a smooth passage.

Key changes include:

- Allows low-income designated credit unions to issue shares to nonmembers under certain conditions, with a cap of 20% of the institution's unimpaired capital and surplus;
- Grants the Commissioner authority to temporarily suspend credit union regulations during a declared emergency or when deemed in the public interest for up to 90 days;
- Reduces the minimum par value of credit union shares from $5 to $1 and permits boards of directors to set par value by resolution;
- Streamlines the process for opening branch offices by requiring the Commissioner to approve or deny applications within 60 days and eliminates the prior requirement that such branches be "reasonably necessary" to serve members;
- Updates governance rules by allowing board vacancies to be filled for the remainder of a term without requiring a member vote until the next scheduled election;
- Reduces the required meeting frequency from monthly to quarterly;
- Permits board meetings to be held remotely;
- Authorizes a credit union to cover entry fees and share purchases for prospective members during promotional campaigns;
- Expands investment authority to include certain out-of-state municipal bonds;
- Updates capital reserve requirements to align with federal regulations;
- Allows nonmembers to co-sign or guarantee loans to members.

Read NCU's compliance bulletin for further details.

Interchange

Assembly Bill 500 - Assemblymember Yeager (D) - Provides for the licensure and regulation of payments banks. (BDR 55-999)
Status: Failed
Vote(s): Assembly 25-17 & 20-22; Senate N/A
Summary: AB500 would have established a comprehensive legal and regulatory framework for the licensure and oversight of payments banks in Nevada. The banks would have served as a payment rail for credit card transactions. The bill would have authorized such banks to provide for deposit accounts, conducting merchant acquiring activities, and engaging in money transmission—but they would be expressly prohibited from making loans or engaging in related lending activities. As introduced, the cost of regulation would have been included in assessments levied on all state-chartered financial institutions. FID estimated these costs to be at least $6 million.

Nevada's Credit Unions, and a coalition of banks and credit card companies, anticipated that AB500 would address interchange fees. After last minute legislation passed in Illinois prohibiting interchange from being charged on sales tax, the team started monitoring any effort to bring similar legislation to Nevada and briefing legislators on the topic. Due to diligent efforts by the team prior to the legislative session, the team became aware that the Retail Association of Nevada was working on a proposal related to interchange fees. In anticipation of such legislation, Nevada's Credit Unions secured additional lobbying support from former Senator/former Lombardo Chief of Staff, Ben Keickhefer. Ben's expertise of process and the Governor's priorities led to key conversations with the Governor and his staff regarding the challenges of interchange legislation.

The team helped to form a coalition of banks and credit card companies to work in opposition to the measure. It was a key topic during Nevada's Credit Unions Government Relations Rally, and members briefed legislators on the many challenges with various policy approaches to addressing interchange. Additionally, the coalition met with Speaker Yeager and legislative leadership to provide education on interchange and warn of potential problems with the pending legislation.

When AB500 was finally introduced, much of the coalition became neutral, as the bill did not directly address interchange. However, Nevada's Credit Unions opposed the bill due to the financial burden it would place on state-chartered credit unions and lobbied successfully for an amendment that provided for an appropriation to cover those costs. However, the Legislature remained skeptical of the creation of a new bank charter, and the bill failed to gain the necessary two-thirds majority required for passage. It was then amended to remove the two-thirds requirement, but on its second attempt, failed to gain a simple majority and was declared dead.

Senate Bill 438 - Secretary of State - Provides for the licensure and regulation of merchant acquirer limited purpose banks. (BDR 55-974)
Status: Failed
Summary: SB438 would have established a legal framework for "merchant acquirer limited purpose banks" (merchant banks) in Nevada. NCU monitored this bill closely due to concerns that the Retailers Association of Nevada would propose a policy addressing interchange. NCU discussed the issue with the Secretary of State, and he assured the team that his bill would not impact interchange. The Secretary of State ultimately decided that AB500, carried by Speaker Yeager, could accomplish a similar goal to SB438 and did not pursue the measure further.

Housing and Mortgage Issues

Assembly Bill 480 - Assemblymember Yeager (D) - Revises provisions relating to discrimination in housing. (BDR 10-1101)
Status: Vetoed (Veto Message)
Vote(s): Assembly 30-12; Senate 13-8
Summary: AB480 sought to amend the Nevada Fair Housing Law to formally adopt the "disparate impact" standard. This would have aligned Nevada law with federal housing discrimination regulations. Under this standard, a housing practice can be deemed discriminatory even if it lacks discriminatory intent, so long as it results in a discriminatory effect or perpetuates housing segregation based on protected characteristics such as race, disability, gender identity, or familial status. Governor Lombardo vetoed AB480 and stated that placing federal standards in state law was shortsighted because federal standards can change. He also stated that it could lead to higher legal costs due to entities needing to put up defense in both state and federal courts.

Nevada's Credit Unions remained neutral on AB480 but monitored the bill closely for any negative impacts that are not already addressed federally.

Senate Bill 193 - Senator Doñate (D) - Establishes a pilot program to reduce interest rates on mortgage loans to certain eligible borrowers. (BDR 25-42)
Status: Failed
Vote(s): Assembly N/A; Senate 14-5
Summary: SB193 would have established a state-funded pilot program to reduce mortgage interest rates for first-time homebuyers. The program would have been established as the Mortgage Interest Rate Buy-Down Program and be administered by the Nevada Housing Division. While generally supportive of the concept, the team identified potential challenges with technical parts of the bill:

- The definition of first time homebuyer was broad and would include homebuyers who had owned homes in the past.
- The timing of reimbursement from the state did not line up with the rate buy-down - a CU would be required to carry the cost after closing until the state reimbursed.
- Exemptions/waivers that would be created by the Division if a borrower did not meet income requirements.

Ferrari Reeder and the team worked with the bill sponsor and the Housing Division to address our concerns. The bill sponsor and Housing Division accepted all amendments except for a change to the waiver requirements. NCU wanted it clear that a waiver could only be granted if a borrower met all qualifications except for the income requirements—this was not accepted due to committee passage timing constraints. The bill ultimately failed after it became known that the state was facing a budget deficit, so the program would not be funded.

Consumer Protection/Elder Abuse Protection

Senate Bill 49 – Attorney General (D) – Revises provisions relating to consumer protection. (BDR 52-439)
Status: Passed and Signed
Votes: Assembly 37-5; Senate 20-0
Effective: July 1, 2025
Summary: SB49 expands the Attorney General's authority to pursue civil, criminal, and equitable remedies for deceptive trade practices on behalf of the State or the public. Increases administrative fines for violations up to $15,000 or triple restitution. It revises financial management of consumer protection legal accounts, allowing broader use of funds for staffing and fraud prevention without prior reserve limits.

Senate Bill 60 - Nevada Silver Haired Legislative Forum - Revises provisions governing crimes committed against older or vulnerable persons. (BDR 15-342)
Status: Passed and Signed
Vote(s): Assembly 42-0; Senate 20-0
Effective: June 10, 2025
Summary: SB60 expands protections for older or vulnerable persons. The bill broadens the list of offenses subject to an enhanced criminal sentence under NRS 193.167 to include additional theft-related crimes and deceptive trade practices. Newly included crimes include intentionally or knowingly: (1) unlawfully controlling another's property to deprive them of it; (2) converting, transferring, or controlling property entrusted for limited use; and (3) obtaining property or services through material misrepresentation. Additionally, the bill adds the same enhanced penalties to deceptive trade practices under NRS 598.0999. In addition to criminal consequences, the bill makes perpetrators of these offenses liable for civil penalties recoverable by the Attorney General. NCU saw this legislation as a good effort to help combat elder financial abuse.

Senate Bill 369 - Senator Stone (R) - Revises provisions relating to financial institutions. (BDR 55-225)
Status: Failed
Summary: SB369 would have expanded requirements on financial institutions in an effort to protect older and vulnerable persons. The NCU team identified several potential challenges with the bill that would have forced credit unions to be overly conservative with members. Such provisions included: (1) requiring financial institutions to require account holders to designated emergency financial contact or decline in writing; (2) a transaction exceeding $5,000 would automatically trigger an attempt to contact the emergency contact; (3) financial institutions would be required to delta transactions if financial exploitation was suspected; and (4) failure to follow protocols could result in civil liability with affected account holders entitled to treble damages.

NCU spoke with the bill sponsor about potential challenges with the bill and indicated that NCU would strongly oppose the bill. We also spoke with the Chair of the Commerce and Labor Committee and expressed concerns with the above provisions. The bill died without receiving a hearing, a major victory for the credit unions of Nevada

Senate Bill 412 - Senate Committee on Commerce and Labor - Revises provisions relating to financial institutions. (BDR 32-952)
Status: Failed
Summary: SB412 would have removed the quarterly excise tax that banks pay for maintaining multiple branches in Nevada. The bill was amended to change the timing of the tax from quarterly to annually in an effort to reduce the lost tax revenue. However, the bill died without a formal vote due to budget concerns.

Measures Prohibiting/Limiting the Collection of Debt

Senate Bill 142 – Senator Fabian Doñate (D) – Revises provisions governing property that is exempt from execution. (BDR 2-707)
Status: Vetoed (Veto Message)
Vote(s): Assembly 27-15; Senate 13-8
Summary: SB142 would have significantly increased wage garnishment exemptions, essentially eliminating the use of wage garnishment to collect debts.

Current law generally provides for the following weekly wage garnishment exemptions (whichever is greater):

- "82 percent of the disposable earnings of the debtor during that week if the gross weekly salary or wage of the debtor on the date the most recent writ of garnishment was issued was $770 or less;"
- "75 percent of the disposable earnings of the debtor during that week if the gross weekly salary or wage of the debtor on the date the most recent writ of garnishment was issued exceeded $770;" or
- "50 times the minimum hourly wage" pursuant to the Fair Labor Standards Act.

As Introduced, the bill would have:

- Eliminated the current exemptions and methodology;
- Exempted:
  - $850 and:
    - 90 percent of disposable earnings for the week between $850 and $1,200; or
    - 85 percent of disposable earnings over $850, if the debtor earned more than $1,200 for the week;
- Clarified the definition of earnings to include employees and independent contractors;

- Increased (or decreased) the monetary thresholds for wage garnishment, and all other statutory property exemptions by the Consumer Price Index ("CPI") for All Urban Consumers, West Region (All Items), as published by the United States Department of Labor for the preceding calendar year on April 1, 2026 and every three years thereafter; and
- Increased the bank account exemption to $5,000 in all circumstances.

NCU testified in opposition to the bill in the Senate Committee on Judiciary. Following that hearing, bill proponents indicated that they would not accept a compromise. Given that position, the team successfully worked to secure a unanimous "no" vote from Senate Republicans, a step necessary to ensure the second house produced the same result and to set in motion a credible veto request. In the second house, proponents and the bill sponsor remained unwilling to accept amendments until the 11th hour before the hearing in the Assembly Judiciary Committee. The sponsor shared the amendment with Ferrari Reeder, and while various industry stakeholders had agreed to it, the potential compromise did not work.

Following the hearing, stakeholders attempted to negotiate a reasonable compromise to increase the wage garnishment thresholds but maintain wage garnishment as a viable means to collect a legally owed debt. However, proponents and the bill sponsor rejected all attempts at a compromise. The team worked with other industry lobbyists to successfully secure a "no" vote from Assembly Republicans, and requested a veto of the measure.

Assembly Bill 204 – Assemblymember Max Carter (D) – Revises provisions relating to medical debt. (BDR 52-135)
Status: Vetoed (Veto Message)
Passage Details: Assembly 28-14; Senate 12-8
Summary: AB204 would have prohibited a health care entity or collection agency from engaging in or threatening to engage in certain actions related to collecting medical debt. The bill would have prohibited an entity from engaging in extraordinary collection actions until at least 180-days after the first medical debt bill was sent to the consumer, and would have required a 30-day notice before any collection action is taken. Additionally, the bill would have prohibited extraordinary collection actions during a state of emergency, declaration of disaster, or public health emergency.

NCU identified challenges with the definition of "medical debt" in the original bill and took the position of opposition. Under the original definition, medical debt could mean loans made for medical-related purposes, such as elective cosmetic surgery. The team opposed the bill and worked with the bill sponsor and other stakeholders to draft a narrower definition based off the version recently adopted by the CFPB.

The proposed definition was largely adopted to the bill in its First Reprint; however, the definition was further revised in the bill's Second Reprint to replace the word "sole" (regarding the use of credit cards and loans for medical products/services) with "specific." This verbiage change would have created significant additional challenges for collectors and financial institutions.

The team continued to work with the sponsor and proponents to make further amendments to fix the verbiage issue. The amendments were accepted, and are reflected in the revised definition present in the Third Reprint and all subsequent versions. However, the Governor vetoed the bill due to other challenges unrelated to financial institutions. The team's good faith efforts to work with the bill sponsor and proponents made this revision possible. Regardless of the veto, great work went into making this bill work for NCU.

Assembly Bill 250 – Assemblymember Heather Goulding (D) – Revises provisions relating to certain debt. (BDR 52-599)
Status: Signed
Passage Details: Assembly 33-9; Senate 21-0
Effective: June 3, 2025 (negotiable instrument provisions); October 1, 2025 (remainder)
Summary: AB250 establishes coerced debt as an affirmative defense in civil actions to collect unsecured consumer debt in Nevada. A debtor may assert this defense by submitting a written attestation and at least one supporting document—such as a police report, FTC identity theft report, or a court-issued protection order—demonstrating that the debt was incurred due to fraud, duress, or abuse. The bill defines coerced debt as debt incurred through coercive circumstances tied to domestic violence or sex trafficking. If a court determines a debt is coerced, it must order the creditor to stop collection efforts and, if relevant, correct any related consumer credit records. The debtor may also recover attorney's fees and costs from the person who coerced the debt. Additionally, the bill amends existing law related to fraudulent checks by clarifying that presentation of a check that constitutes a credit instrument is considered timely if made within two years of issuance.

As introduced, AB250 posed challenges for financial institutions. It would have required all lenders and collection agencies to halt collection efforts if a debtor claimed the debt was incurred through coercion, fraud, or abuse. It would have required that credit reporting agencies remove such debts from consumer reports, and would have made a statutory presumption that the debtor was being truthful, forcing the creditor to prove otherwise in court. NCU opposed the bill, and the team worked with the bill sponsor and industry partners to completely amend the bill to its current enrolled form, narrowing the scope and creating an appropriate legal framework for addressing such issues.

Artificial Intelligence and FinTech

Senate Bill 199 - Senator Dina Neal (D) - Enacts provisions relating to artificial intelligence systems. (BDR 52-583)
Status: Failed
Summary: SB199 sought sweeping changes to artificial intelligence policy in Nevada. The bill had several flaws and banned the use of AI in many areas, which attracted opposition from nearly every industry. Ferrari Reeder discussed the bill with Senator Neal in the months leading up to the legislative session and obtained a high level overview. NCU identified concerns with how the bill addressed financial systems, which would have prevented many of the beneficial uses of AI in lending.

NCU opposed the bill in committee, and after being passed out of the Senate Commerce and Labor Committee, the bill was referred to the Senate Finance Committee where it died.

Senate Bill 437 - Senate Commerce and Labor - Enacts provisions relating to Internet consumer lenders. (BDR 55-951)
Status: Passed and Signed
Vote(s): Assembly 42-0; Senate 21-0
Effective: October 1, 2025
Summary: SB437 authorizes an internet consumer lender to engage in lending in the State of Nevada without having a physical location within the state. The physical location requirement has existed for decades. The bill defines an internet consumer lender as a person or entity that makes, solicits, brokers, arranges, or facilitates consumer loans exclusively through the Internet. When the bill takes effect on October 1, 2025, internet consumer lenders will be authorized to obtain a Nevada lending license for an office located outside the state without being required to also maintain a physical office inside Nevada, aligning their regulatory framework with that of internet business lenders.

There will be a regulatory process to establish the framework and licensure of such lenders.

Financial Literacy

Assembly Bill 289 - Assemblymember Duy Nguyen (D), et al. - Revises provisions relating to education. (BDR 34-320)
Status: Passed and Signed
Vote(s): Assembly 41-1; Senate 20-0
Effective: October 1, 2025
Summary: AB289 expands financial literacy into the state's university system. It authorizes the Board of Regents to establish a course of study in financial literacy within the Nevada System of Higher Education. NCU provided support testimony for the bill.

Senate Bill 229 - Senator Marilyn Dondero-Loop (D) - Revises provisions relating to education. (BDR 34-680)
Status: Failed
Effective: N/A
Vote(s): Assembly N/A; Senate 21-0
Summary: SB229 would have revised the eligibility requirements for the State Seal of Financial Literacy, and expanded financial literacy instruction in public schools. The bill would have lowered the grade point average requirement for receiving the State Seal of Financial Literacy from 3.25 to 3.0 on a 4.0 scale. Additionally, SB229 would have expanded the requirement to provide financial literacy instruction to include students enrolled in kindergarten through grade 2, instead of only grades 3 through 12. NCU provided support testimony in the policy committee and in the Senate Finance Committee. However, the bill failed due to budget concerns.

Other

Assembly Bill 557 - Governor's Office of Finance - Revises provisions relating to the Department of Taxation. (BDR 32-1131)
Status: Failed
Votes: N/A
Effective: N/A
Summary: AB557 would have required the Department of Taxation to create and manage a data-matching system to collect outstanding debts owed to the State. Financial institutions would be required to provide account information on identified debtors and encumber their assets to recover those debts. Nevada's Credit Unions flagged this bill as a concern due to the intrusion of privacy of credit union members if a financial institution was required to provide the state with member information. The team discussed the matter with the Department of Taxation and it became clear that the new system would have worked the same as the system the State Controller currently uses for child support. While initially opposed, NCU took a neutral stance. The bill ended up being opposed by the Las Vegas Chamber and other business groups and failed to move past the first committee hearing.

Senate Bill 336 - Senator Lori Rogich (R) - Establishes provisions relating to portable benefit accounts. (BDR 53-621)
Status: Failed
Vote(s): Assembly N/A; Senate 19-2
Summary: SB336 Would have established a legal framework for the creation and use of portable benefit accounts. These accounts would be used by independent contractors and sole proprietors as a way for such non-traditional workers to manage health and financial benefits typically associated with formal employment. Nevada's Credit Unions identified that the accounts contemplated banks but not credit unions as financial institutions that could administer such accounts. NCU worked with the bill sponsor to add credit unions to the bill. The bill passed in the Senate but stalled in the Assembly for what seemed to be political reasons.