

Policy Spotlight: Industrial Revenue Bonds



July 22, 2026

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TOP TAKEAWAY

Local governments in New Mexico have issued more than \$265 billion in industrial revenue bonds (IRBs) since 2000. IRBs have become tools through which local governments can grant participating companies substantial tax breaks, on the premise the resulting economic benefits will eventually outweigh the forgone revenue. However, neither the state nor local governments require sufficient tracking or reporting on IRBs to show whether that tradeoff pays off, even as both give up significant revenue.

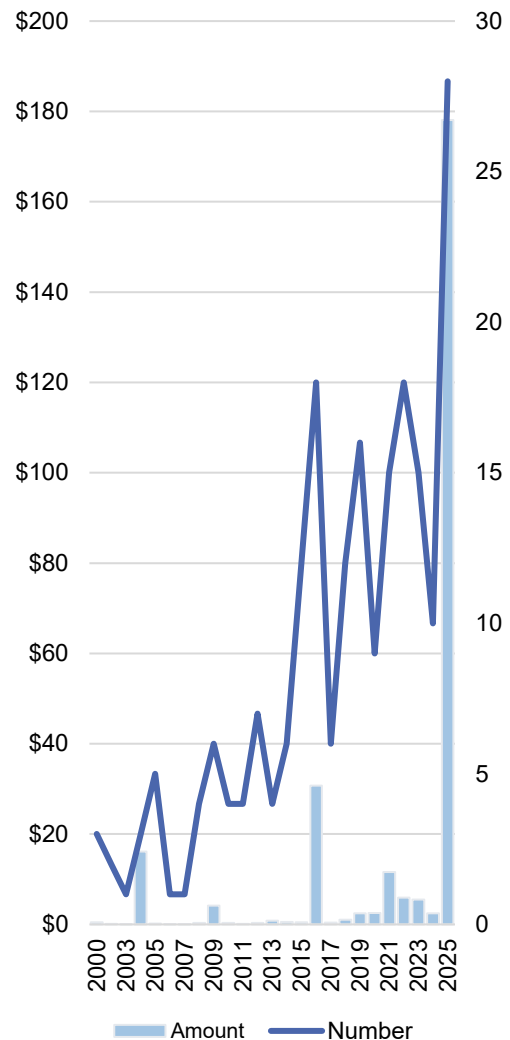
THE ISSUE

Industrial revenue bonds (IRBs), unlike many tax incentives in state law, are locally authorized funding mechanisms allowing development projects to take advantage of exemptions from property and gross receipts taxes. Like other economic development incentives, IRBs are intended to encourage private investment by exchanging potential tax revenue for anticipated public benefits, such as job creation, capital investment, and economic growth. Their use has expanded in recent years, with at least \$265 billion in issuances across 210 projects since 2000, yet there is no comprehensive catalog of IRBs statewide. County and municipal reporting is limited and inconsistent, and despite providing substantial property tax abatements and gross receipts tax exemptions that affect local and state revenues, the overall fiscal impact of IRBs is largely unknown and not systematically reported. In addition, ongoing tracking of jobs and other projected economic benefits occurs primarily at the local level, or not at all, with widely variable reporting practices limiting the ability to consistently assess actual outcomes at a statewide level.

KEY FINDINGS

- LFC staff identified approximately 22 counties and 11 municipalities that issued 210 IRBs worth over \$265 billion between 2000-2025;
- IRBs have provided up to \$5 billion in state and local government tax benefits to companies since 2000; and
- Despite IRBs granting gross receipts tax deductions to development projects, neither statute nor any department requires reporting on IRBs.

Chart 1. Taxable IRB Issuances and Amounts by Year
(dollars in billions)



LFC Policy Spotlights determine the current situation of a specific performance challenge or policy topic and assesses best practices and potential solutions. Topics often involve multiple state agencies.

Background

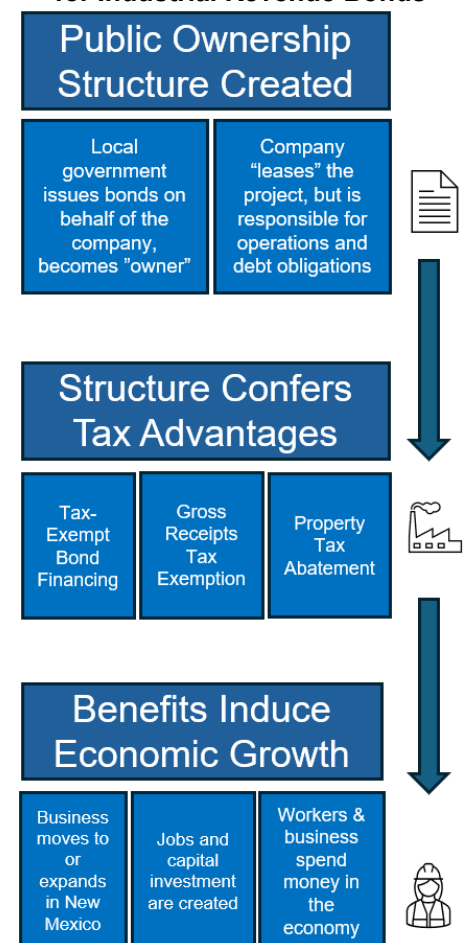
Industrial revenue bonds (IRBs), authorized under state law, allow counties and municipalities to issue bonds on behalf of private companies, primarily as a mechanism to establish a public ownership structure that enables the transfer of public-entity tax advantages; while companies repay the bonds and retain operational control of all aspects of the project, the structure confers significant benefits, including property tax abatements and exemptions from gross receipts tax through nontaxable transaction certificates (NTTCs). Like other economic development incentives, IRBs reflect a policy tradeoff: local governments voluntarily forgo a portion of future tax revenue in exchange for the expectation that new investment and economic activity will generate broader public benefits that outweigh the fiscal cost. Despite the proliferation of IRB activity, with approximately 210 issuances and a median issuance amount of \$60 million (average issuance amounts equal \$1.2 billion, but may be skewed due to outliers), the state lacks a comprehensive understanding of the impact to state revenues, associated local revenue effects, intergovernmental fiscal interactions, or whether these anticipated economic benefits are sufficient to offset the public cost of the incentives. This report analyzes the scope of statewide IRB issuances, analyzes fiscal impacts from IRB-related tax expenditures, and highlights issues related to transparency and oversight to inform policymakers and improve understanding of the costs, benefits, and administration of IRBs.

In New Mexico today, IRBs principally operate as way for companies to reduce their tax burden.

Under an IRB structure in New Mexico, the local government issues bonds on behalf of the company; investors (and more frequently today, the company itself) purchase the bonds, the proceeds finance the project, and the company is solely responsible for repaying principal and interest. The local government does not pledge its taxing power and is not liable for repayment if the project fails. Conceptually, IRBs function as a public financing conduit that transfers tax advantages—often operating in practice less as traditional bond financing and more through a temporary transfer of title or ownership that enables these benefits—to private firms in exchange for anticipated economic development benefits such as job creation, wage growth, capital investment, or industry diversification. Because repayment obligations rest with the private entity, IRBs are generally structured to avoid direct liability of repayment to taxpayers, though they result in forgone revenue to state and local governments and therefore require policymakers to weigh those fiscal costs against the anticipated economic benefits of each project.

Industrial revenue bonds (IRBs) are economic development tools issued by local governments that create a public ownership structure, under which local governments can provide qualifying private projects with property tax abatements and gross receipts tax exemptions in exchange for anticipated economic development benefits.

Figure 1. Conceptual Framework for Industrial Revenue Bonds



Source: LFC

Counties and municipalities are authorized to issue IRBs under two largely parallel statutes: the Industrial Revenue Bond Act (Section 3-32 NMSA 1978) governing municipalities and the County Industrial Revenue Bond Act (Section 4-59 NMSA 1978). Though codified separately, the statutes contain largely similar provisions. The statutes define eligible project types, establish the purpose of promoting industrial and commercial development, and outline the legal and fiscal treatment of the bonds. Projects financed under the acts are intended to be self-liquidating, with repayment derived from project revenues; accordingly, debt limitations normally imposed on local governments do not apply. Additional provisions apply to certain project types, including statutory requirements for payments in lieu of property taxes to school districts for certain energy-related facilities.

Figure 2. Key Statutory Provisions Governing Industrial Revenue Bonds

Local Government Authority	Industrial Revenue Bond Act (Section 3-32-1 through 3-32-16 NMSA 1978) and the County Industrial Revenue Bond Act (Sections 4-59-1 through 4-59-16 NMSA 1978).
Eligible Projects	IRBs may finance facilities for manufacturing, processing, assembly, warehousing, distribution, and certain service activities, as well as water systems, electric generation, transmission, energy storage, and qualifying nonprofit organizations. State statute governing municipal IRBs prohibits retail projects.
"Legislative Intent"	The Legislature authorizes municipalities and counties to acquire, own, lease, or sell projects to promote industrial and commercial development. Projects are intended to be self-liquidating and local governments are not authorized to operate the financed enterprise.
Debt	Bonds issued under the acts are payable solely from project revenues and do not constitute general obligations of the issuing government, nor count toward statutory limits on indebtedness.
Payment in Lieu of Taxes	Only electric generation, transmission, and energy storage facilities are statutorily required to make annual payments in lieu of property taxes (PILTs) to affected school districts. Statute prescribes formulas for calculating and distributing these payments.
Procedural Requirements	Prior to issuing IRBs, municipalities and counties must notify affected local taxing entities, including county assessors and other governments authorized to levy taxes. These entities may submit comments but do not have approval authority.
Additional Conditions	Certain larger projects in municipalities above a population threshold must provide qualifying employee health insurance coverage and contribute a minimum share of the premium.

Source: NMSA 1978

While IRBs were originally designed to facilitate low-cost borrowing, today they are used primarily to confer property tax and gross receipts tax advantages rather than financing benefits. Historically, IRBs in New Mexico were structured as publicly offered, tax-exempt private activity bonds that provided companies with access to low-cost financing. These were subject to federal requirements, including public approval and disclosure through the Municipal Securities Rulemaking Board's Electronic Municipal Market Access (EMMA) system, and to the New Mexico Board of Finance. Although industrial revenue bonds had existed for decades, Congress established the modern federal framework in 1968, generally limiting tax-exempt treatment to qualifying private activity bonds and imposing restrictions intended to preserve their economic development purpose. Under this traditional model, bond investors accepted lower interest rates in exchange for federal and state income tax exemptions, making municipal bonds an attractive investment. Between 1968 and 2008, EMMA records 112 publicly issued IRBs in New Mexico

across 72 companies and 25 local governments, indicating relatively broad participation. These bonds financed a range of industrial, commercial, and institutional projects, with typical issuance sizes between \$4 million and \$6 million. EMMA records no new publicly issued IRBs in New Mexico after 2008, and only five of these traditional projects remain outstanding.

Today, IRBs are generally structured as taxable, privately placed bonds that are frequently purchased by a subsidiary of the beneficiary company itself, meaning the financing component is often incidental to the transaction. Instead, the principal benefit is the transfer of public-sector tax advantages through the IRB structure, including property tax abatements and gross receipts tax exemptions available through nontaxable transaction certificates (NTTCs). As legal title to the project is temporarily held by the public entity and leased back to the company, qualifying projects may receive exemptions from property taxation or negotiate payments in lieu of taxes (PILTs), while also using NTTCs for eligible purchases of equipment and other tangible personal property. As a result, modern IRBs function less as a source of low-cost capital and more as an economic development tool that provides tax advantages to private projects, making their fiscal effects more comparable to tax expenditures than traditional municipal debt. This report will analyze modern, private-placement taxable IRBs.

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Figure 3. Industrial Revenue Bonds Then and Now

Category	1968 to approximately 2000 Tax-exempt, public-issue IRBs	Post-2000 Taxable, privately placed IRBs
 Mechanism	Public offering to investors in the municipal bond market; subject to federal tax-exempt bond requirements.	Private placement to a limited investor, often a company affiliate; relies on private negotiated agreements rather than a public offering.
 Primary benefit	Low-cost borrowing. Investors accepted lower interest rates in exchange for federal and state income tax exemptions.	Public ownership, therefore local government can offer the project access to property tax abatement or GRT exemptions usually reserved for government projects.
 Typical size	Generally, under \$10 million under the federal small-issue framework, with other restrictions. New Mexico projects typically averaged about \$4 million to \$6 million.	Median issuance size of \$60 million. Because bonds are taxable and privately placed, they are not constrained by the same federal small-issue limit.
 Key requirements	Public approval, federal tax-exempt bond compliance, and disclosure through EMMA and State Board of Finance reporting.	No public sale, so EMMA reporting is generally not required; agreements are approved locally.
 Market presence in New Mexico	Broad but smaller-scale participation. EMMA records 112 publicly issued IRBs from 1968 through 2008, across 72 companies and 25 local governments.	Dominant modern structure. EMMA lists no new publicly issued New Mexico IRB projects after 2008, while taxable, privately placed agreements became the prevailing approach.
The Shift	IRBs have moved from a tool for low-cost, tax-exempt borrowing through the public markets to a structural tool through which local governments can legally confer property and gross receipts tax benefits.	

Source: LFC Analysis

New Mexico's use of IRBs may make similar statewide analysis more difficult because incentives are negotiated locally and are not uniformly defined or reported. Unlike many state-administered tax incentives, industrial revenue bonds are authorized and negotiated by individual counties and municipalities, with agreement terms, reporting practices, and performance requirements varying across jurisdictions. As a result, key information—including project costs, tax benefits, job commitments, payments in lieu of taxes, and compliance with agreement terms—is not consistently defined, collected, or publicly reported. This decentralized structure makes statewide analysis of IRB fiscal impacts and economic outcomes more difficult and limits policymakers' ability to compare projects, assess program effectiveness, and inform future policy decisions.

New Mexico's extensive reliance on IRBs makes it an outlier nationally. Nationally, many states provide economic development incentives through some combination of property tax abatements, sales tax deductions, or both, often targeted to specific industries or activities. However, these incentives are often established through tax code provisions that set uniform eligibility criteria, reporting requirements, and fiscal safeguards. New Mexico's IRB structure is somewhat unusual because comparable benefits are provided primarily through individually negotiated local agreements, allowing broad flexibility but reducing consistency in how incentives are targeted, monitored, and reported.

National organizations and research institutions have developed best practices to guide the design and evaluation of economic development incentives, emphasizing clear policy objectives, measurable performance expectations, fiscal safeguards, transparency, and regular evaluation. These frameworks, including guidance from the National Conference of State Legislatures (NCSL) and the Legislative Finance Committee (Figure 7), recognize that tax incentives represent a public investment and should be structured to maximize economic benefits while minimizing fiscal risks and unintended consequences. Because incentives reduce public revenue that could otherwise support other government priorities, clearly defined policies and consistent oversight help ensure forgone revenue produces commensurate public value. New Mexico's locally negotiated IRB agreements provide flexibility but may also produce variation in eligibility criteria, performance requirements, and reporting practices, making consistent application of these principles more difficult.

Other states may offer similar tax benefits, but often through different policy mechanisms, such as through the tax code with more consistent requirements and provisions

Figure 4. Questions to Evaluate Tax Expenditures:

Is there a clear rationale for the incentive?	Is the incentive designed to achieve its goals?
Does the incentive minimize negative economic impacts?	Does the incentive include fiscal protections?
Is the incentive structured to adequately and efficiently administered?	What changes could be made to improve future analysis?

Source: National Conference of State Legislatures

Local Governments Have Issued More and Larger IRBs, Resulting in up to \$5.3 Billion in Private Tax Benefits Since 2000

IRBs have evolved from tax-exempt local financing tools into large-scale economic development incentives; LFC staff have identified approximately 210 issuances across 22 counties and 11 municipalities totaling \$265 billion since 2000 and \$178 billion in 2025 alone. (Usage shifted toward private-placement taxable IRBs after 2000, and tracking before that time is less reliable.) Over time, IRB use has shifted toward large industrial projects, particularly renewable energy infrastructure, manufacturing facilities, data centers, and other capital-intensive developments. The projects analyzed in this report are estimated to have cost the state up to \$2.6 billion in tax revenue and local governments up to \$2.7 billion between 2000 and 2025. These tax benefits are provided in anticipation of jobs, investment, and broader economic activity, though such outcomes are not consistently tracked. The effects of IRB tax expenditures are a cost to the budget. By providing tax benefits, these expenditures have a similar effect on budgets as state or local government spending in reducing appropriation capacity. The intention of IRBs is to generate increased economic activity through projects that generate employment, higher wages, and increased business activity through associated spending.

Issuance Amount. The maximum aggregate principal amount of bonds or other obligations authorized to finance a project. Issuance amounts do not represent government expenditures or direct subsidies; rather, they reflect the maximum value of private project activity potentially eligible for IRB financing and associated tax benefits.

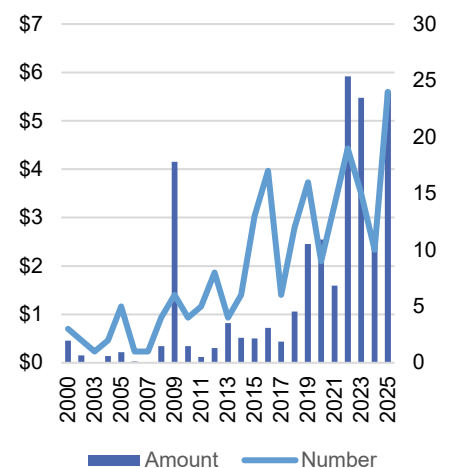
Other metrics, such as capital investment (CapEx), forgone revenue, or economic benefit in the form of jobs created or induced GDP or revenue may also be used to assess project size or impact but are not consistently available across all projects.

IRBs Issuances Have Spiked Since 2018 as Local Governments Have Approved Larger Energy, Storage, and Data Infrastructure Projects

IRB activity expanded significantly over the last decade, growing from 13 projects with a median issuance of \$40 million in FY15 to 28 projects with a median issuance of \$225 million in FY25 (using the median to avoid outliers). Across approximately 22 counties and 11 municipalities, growth was driven largely by utility-scale renewable energy projects, which accounted for roughly 89 projects and \$29 billion in issuances. Recent hyperscale data center projects have further transformed the scale of IRBs, with two projects alone representing more than \$170 billion in proposed issuances.

At least 22 counties and 11 municipalities issued IRBs between 2018 and 2025, with median issuance amounts rising to \$225 million in 2025. Because no state-level entities collect and maintain a list of active and closed IRB projects, LFC staff conducted a search of local government records, financial audits of counties, municipalities and school districts, and various news sources to compile a list of IRBs across the state. LFC data show that industrial revenue bond activity has been distributed across every region of New Mexico, with at least 22 counties and 11 municipalities

Chart 2. Issuances Over Time
(in billions)



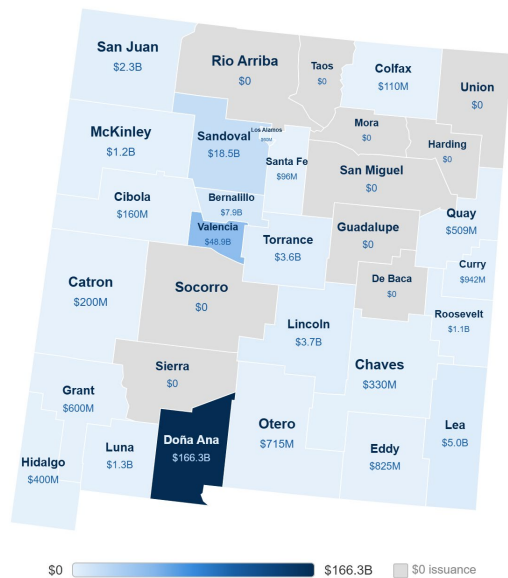
Note: Chart 2 excludes Project Jupiter, Meta, and Intel as the three largest outliers, to better illustrate trends. A similar chart with each can be found on Page 3.

Source: LFC Analysis

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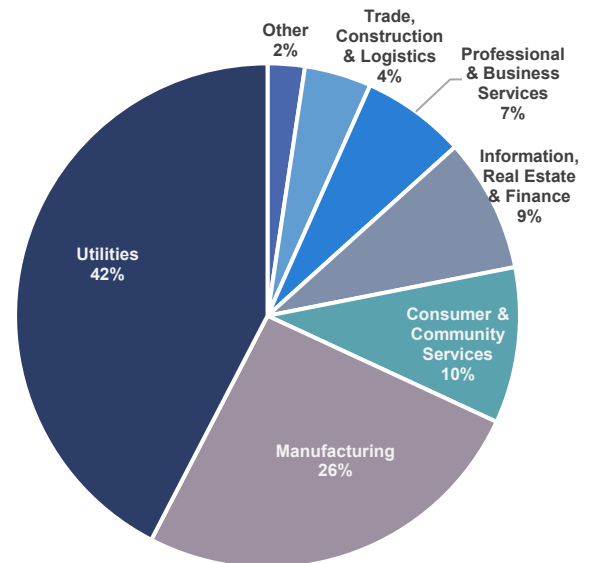
issuing IRBs. Activity was most concentrated in urban areas, including Bernalillo, Doña Ana, Lea, and Sandoval counties, as well as the cities of Albuquerque and Rio Rancho, which supported a diverse mix of manufacturing, technology, hospitality, housing, and redevelopment projects. While these jurisdictions included some of the state's largest issuances—including Intel, the Doña Ana data center project commonly known as Project Jupiter, and Pacific Fusion—they also accounted for many smaller and mid-sized projects. In contrast, growth in rural counties has been driven largely by utility-scale renewable energy development, where a relatively small number of wind and solar projects generated substantial issuance volumes. This shift helps explain the growth in both the number and size of IRBs over time; 17 of the 25 largest projects were issued after 2020, and 18 of the 25 largest projects were associated with renewable energy generation, storage, or related infrastructure.

Figure 5. IRB Issuance Amounts Within Each County, 2000-2025



Note: Map includes issuance numbers for county and municipal-issued IRBs
Source: LFC Analysis

Chart 3. Percent IRBs by Industry Sector

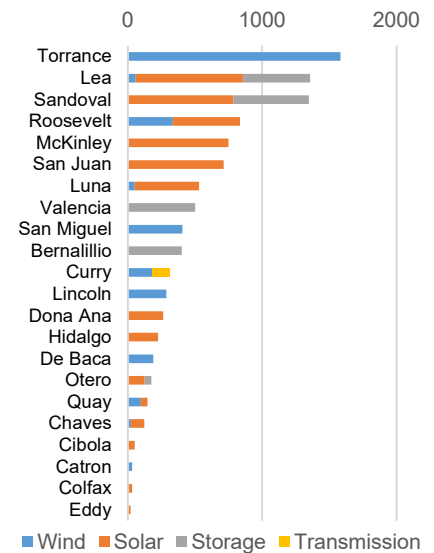


Source: LFC Analysis

Maximum IRB issuance amounts do not necessarily reflect realized investment, and capital expenditures could provide an alternative measure of project impact. Maximum issuance amounts are used throughout this report because they are commonly reported in project ordinances and bond documents. However, issuance amounts are an administrative measure of authorized project scope, not a direct measure of realized economic activity. Other metrics, such as capital expenditures (CapEx), can provide additional context for future reporting.

Renewable energy projects represented the largest category of IRB activity, accounting for approximately 82 projects and \$25 billion in bond issuances, including utility-scale wind, solar, and battery storage facilities distributed primarily across rural counties throughout New Mexico. Renewable energy has become the largest category of IRB activity in New Mexico, reflecting the state's abundant wind and solar resources, rapid growth in utility-scale renewable development, and broader shift in the state's electricity mix. According to the U.S. Energy Information Administration, wind was New Mexico's largest source of in-state electricity generation in 2024, accounting for 37 percent of total generation, while renewable resources supplied approximately 51 percent of in-state generation overall. New Mexico was also the seventh-largest wind electricity-producing state in 2024 and generated one of the nation's highest shares of electricity from wind and solar combined. LFC identified approximately 82 renewable energy IRB projects since 2000 totaling roughly \$25 billion in bond issuances, including utility-scale wind, solar, and battery storage facilities located primarily in rural counties. Wind-related IRBs were concentrated in counties with favorable wind resources, particularly Torrance and Lincoln counties, while solar-related IRBs were more geographically dispersed across counties such as Bernalillo, Chaves, Cibola, Eddy, Lea, McKinley, Sandoval, and Torrance. Together, these projects illustrate how IRBs have evolved from a tool historically associated with industrial and manufacturing projects into one of New Mexico's principal mechanisms for supporting large-scale energy infrastructure.

Chart 4. IRB-Supported Megawatt Capacity in Renewable Energy



Source: US Energy Information Administration

Manufacturing-related IRBs supported approximately 54 identified projects collectively, representing an estimated \$25 billion in bond issuances statewide. IRBs issued for manufacturing projects tend to be focused on counties with larger population centers and the larger municipalities. Cities and counties with urban centers seek manufacturing projects, particularly high-tech projects, with a goal of job creation and wages to increase economic activity in the community and build a larger tax base over time. Five counties (Bernalillo, Doña Ana, Lea, McKinley, Sandoval) and four municipalities (Albuquerque, Belen, Las Cruces, Rio Rancho) issued manufacturing-focused IRBs from 2000-2025. In general, the manufacturing IRB projects comprised activities across a diverse range of industries, including food processing, aerospace and defense, industrial materials, solar components, wind towers manufacturing, and potash processing.

Recent hyperscale data center projects expanded the scale of IRB activity, with two projects alone now totaling \$172 billion in new issuances. Three companies, Meta, OpenAI and Oracle, have chosen New Mexico for very large data center projects. The city of Los Lunas issued an IRB to Meta in 2016 for \$30 billion to construct and maintain a data center that houses, powers, and cools its high-performance computing equipment that drives its global operations and processes and stores and delivers data for its core applications. Los Lunas issued an IRB to Meta in 2025 for an additional \$7.5 billion to expand its capabilities to handle artificial

**Examples of Manufacturing Projects
(and Issuing Entity)**

Semiconductors	
Intel, Sandoval	
3D Glass Solutions, Bernalillo	
Food Processing	
General Mills, Bernalillo	
RMS Foods, Hobbs	
F&A Dairy, Las Cruces	
Aerospace	
SolAero, Albuquerque	
Blue Halo, Albuquerque	
Nuclear	
International Isotopes, Lea	
Louisiana Energy Services, Lea	
Other	
Rhino Health (Gloves), McKinley	
Vitality Works (Supplements), Bernalillo	

intelligence (AI) workloads and future hardware improvements. Doña Ana County issued an IRB to fund the Project Jupiter data center, sponsored by Open AI and Oracle, for \$165 billion. The project is for a giant hyperscale data center that will provide massive computational power to train and operate advanced AI technologies.

IRBs function as a general-purpose incentive rather than a tool targeted to specific policy objectives. IRBs have also been issued all over the state for project types in industries that are not energy, manufacturing, and data processing. Out of the 210 issued IRBs from 2000-2025 identified statewide by the LFC, 11 were for food and dairy production, six have been for hotel renovation and rehabilitation, six were for mixed-use redevelopment and apartments, two for warehousing and logistics facilities, four for natural gas and midstream infrastructure, three for film and television studios, six for aerospace manufacturing (including hypersonic and space technology), and one for a scientific laboratory. Other notable projects included advanced research facilities, cybersecurity, health supplement manufacturing and packaging, and development and commercialization of fusion energy generation. This diversity illustrates the broad applicability of industrial revenue bonds but also suggests the program functions as a general-purpose incentive rather than a tool targeted to specific policy objectives.

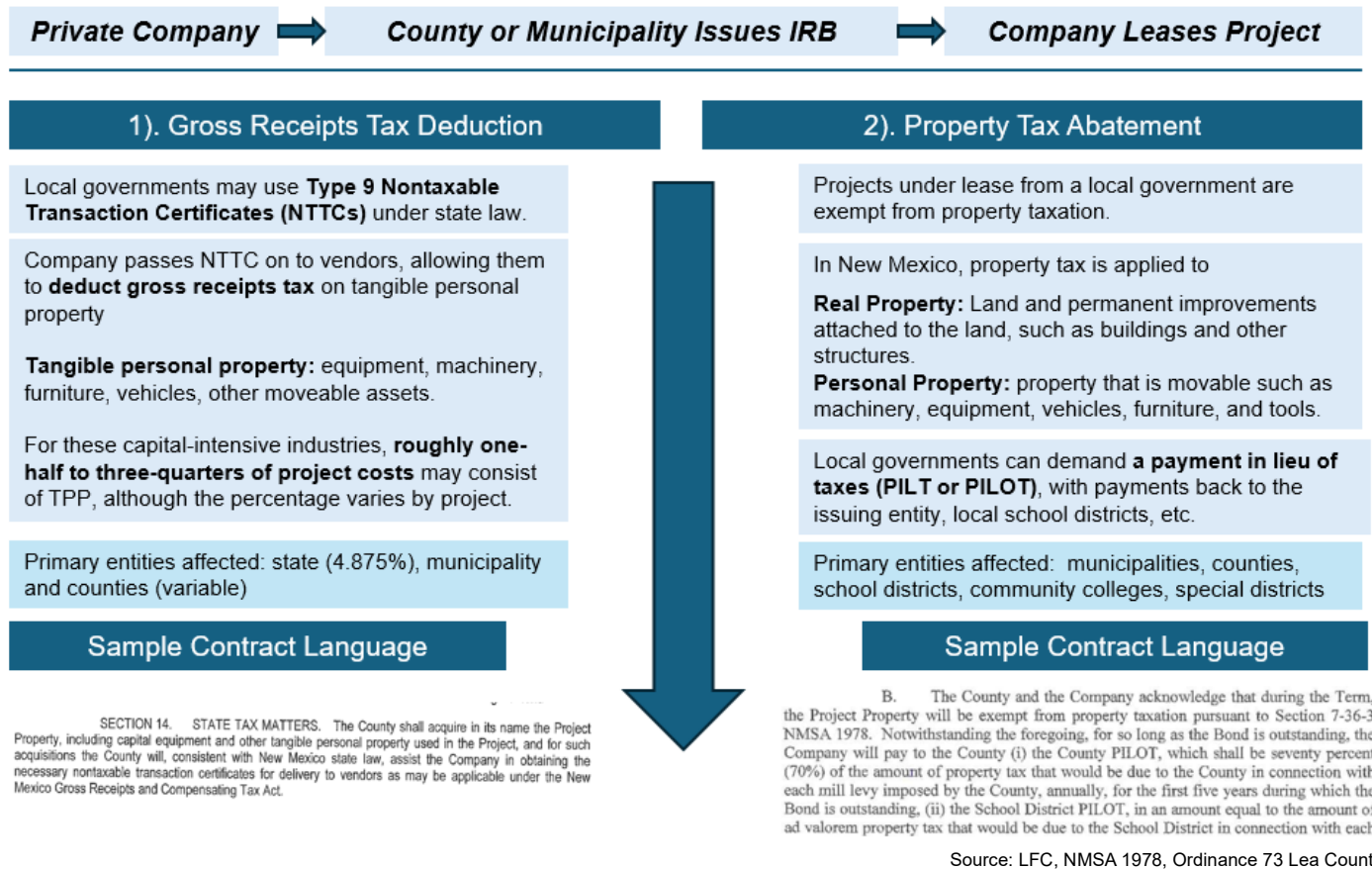
IRBs Cost State and Local Government \$5.3 Billion Since 2000 and Costs are Growing.

IRBs create a public ownership structure through which local governments can provide property tax exemptions and state and local gross receipts tax deductions (GRT). Based on estimated property tax liabilities and gross receipts tax transactions eligible for exemption, IRB tax expenditure cost the state up to \$2.6 billion and local governments up to \$2.7 billion. Recent issuances suggest future IRB costs could increase significantly, potentially exceeding historical totals as large-scale projects come online.

IRB costs are significant and growing. Over the analysis period, IRBs cost the state up to \$111 million per year on average, about \$2.6 billion in total. IRBs also cost local governments, including counties and municipalities, both through the GRT deduction and through property tax exemptions. In the analysis period, IRBs cost local governments up to \$2.7 billion in IRB expenditures.

Tax expenditures are revenue losses resulting from special tax provisions, like exemptions, deductions, or credits. These are alternatives to other policy instruments, like state spending. Like spending, tax expenditures reduce the state's ability to invest in other policy priorities.

Figure 6: Legal Mechanism Through Which Tax Benefits are Delivered



The tax benefits provided through IRB expenditures mostly support the manufacturing industry, which received 61 percent, or \$1.6 billion, in IRB tax support over the analysis period. Energy projects have received 32 percent, or \$830 million, in state support, including \$527 million (20 percent) for renewable energy projects, \$240 million (9 percent) for a uranium enrichment facility, and \$64 million (3 percent) for oil and gas projects. Data centers received 6 percent, or \$132, million in IRB tax support. All other industries, including the film industry, wholesale distributors, hotels, and retail establishments received about \$33 million, or about 1.5 percent. Together, manufacturing and energy projects account for more than 90 percent of all estimated state IRB tax expenditures, indicating the program primarily functions as an incentive for capital-intensive industries. The U.S. Department of Energy estimates approximately 70 to 80 percent of wind project costs are attributable to turbines and electrical equipment, while U.S. Chamber of Commerce analyses indicate roughly 73 percent of initial data center capital expenditures are associated with electrical and mechanical systems. Manufacturing investments vary considerably by industry; however, many manufacturing facilities receiving IRBs involve substantial expenditures on machinery, production

Table 1. Forgone State GRT Revenue by Industry
(dollars in millions)

NAICS Code and Industry	Forgone Revenue
21 – Mining, Extraction	\$240
22 – Utilities	\$527
31 - Manufacturing	\$1,587
42- Wholesale Trade	\$6
51 – Information	\$132
53 – Real Estate	\$6
62 – Health Care	\$1
72- Accommodation	\$3

Source: LFC Analysis

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equipment, and other tangible personal property that can qualify for IRB-related tax advantages.

Based on company IRB filings, recent data center projects may be associated with more than \$55 billion in capital expenditures over the next five years, more than doubling the capital investment associated with IRBs since 2000. Up to \$3.3 billion in tax benefits are estimated for the Doña Ana County data center project, including \$1.7 billion in state gross receipts tax (GRT) deductions and \$1.6 billion in local GRT and property tax benefits. The Los Lunas data center expansion (Meta) could receive up to \$480 million, including \$235 million in state GRT deductions and \$246 million in local GRT and property tax benefits.

School districts forgo significant revenue due to local-government issued IRBs, with limited PILT offsets. School district revenues have been reduced by up to \$784 million in property tax revenue through IRB projects during the analysis period, now up to \$115 million annually. Although IRBs exempt qualifying projects from school district mill levies, some projects provide payments in lieu of taxes (PILTs) to offset lost revenue. In 2024–25, school districts received approximately \$10.1 million in PILT payments, with most revenue concentrated in a small number of rural districts hosting large energy projects. State law requires PILTs for certain electric generation, transmission, and energy storage projects, resulting in substantial payments to Eunice, Vaughn, Carlsbad, Estancia, Corona and other districts, while many other districts receive little or no compensation.

Outside of these energy-specific requirements, PILTs are not consistently required. For example, Albuquerque Public Schools’ 2024 financial audit contains 44 active IRB projects receiving property tax abatements but reported virtually no associated PILT revenue. Lea County, per county financial statements, in some cases may require payments exceeding forgone revenue to their school districts. However, statewide impacts vary substantially by project type, location, and the presence or absence of negotiated PILT arrangements, and reported forgone revenue figures may not fully capture the fiscal effects of IRB-related property tax exemptions on school districts.

Table 2. PILT Payments to School Districts, 24-25
(in thousands)

District	Revenue in Lieu of Taxes
Eunice	\$2,033
Carlsbad	\$1,596
Vaughn	\$1,084
Corona	\$679
Estancia	\$598
Roswell	\$466
Deming	\$454
Jemez Mountain	\$379
Elida	\$287
Gallup-McKinley	\$258
Zuni	\$217
Santa Rosa	\$213
Belen	\$142
Gadsden	\$133
Grants	\$128
Dora	\$122
House	\$122
Springer	\$112
Tatum	\$110
All Other (27 Districts)	\$994

Source: OBMS

Better Tracking of IRBs Would Allow Policymakers to Evaluate Whether They Are in the State's Interest

The state of New Mexico delegates IRB issuance and administration largely to counties and municipalities, with minimal statutory requirements for transparency and oversight. Varied levels of disclosure and monitoring of IRBs on the local level depend on county and municipal policies and their available personnel, time, and fiscal resources. Some local governments require and receive more detailed IRB information through formal application processes, while others rely on a mix of informal and formal processes. Local governments and companies do not directly report outcomes data on the fiscal impact of forgone revenue through tax exemptions, jobs, or induced economic benefits. Better tracking of IRB metrics would help state and local governments understand if IRBs are generating their intended benefits so that efforts that meet goals can be continued and strengthened, and those that do not can be reevaluated or abandoned.

Given the Significant Revenue Impacts, New Mexico Should Carefully Evaluate Whether IRBs are the Best Incentive Structure for Attracting Development.

Compared with most states, New Mexico relies more heavily on locally negotiated IRBs than tax code-based incentives, resulting in limited state oversight and a decentralized framework. Unlike many statutory incentive programs with uniform eligibility, reporting, and fiscal safeguards, IRB agreements vary across jurisdictions, limiting transparency, reducing comparability, and complicating statewide evaluation. In addition, IRBs are not consistently evaluated alongside other state and local incentives supporting the same projects, limiting policymakers' ability to assess total public investment and overall effectiveness.

New Mexico's decentralized IRB framework limits consistent oversight, transparency, and evaluation. New Mexico's industrial revenue bond (IRB) statutes place greater emphasis on local control and tax abatements than most states. Nationally, IRBs are more often used as financing tools to lower borrowing costs, and many states include stronger state oversight or standardized frameworks. In contrast, New Mexico relies on counties and municipalities to negotiate IRBs who use them instead to deliver property tax abatements and gross receipts tax advantages. Within New Mexico, state agencies play little to no role; for example, while the State Board of Finance is required to ensure projects do not exceed federal

Figure 7: Typical Economic Development Incentive vs. IRB

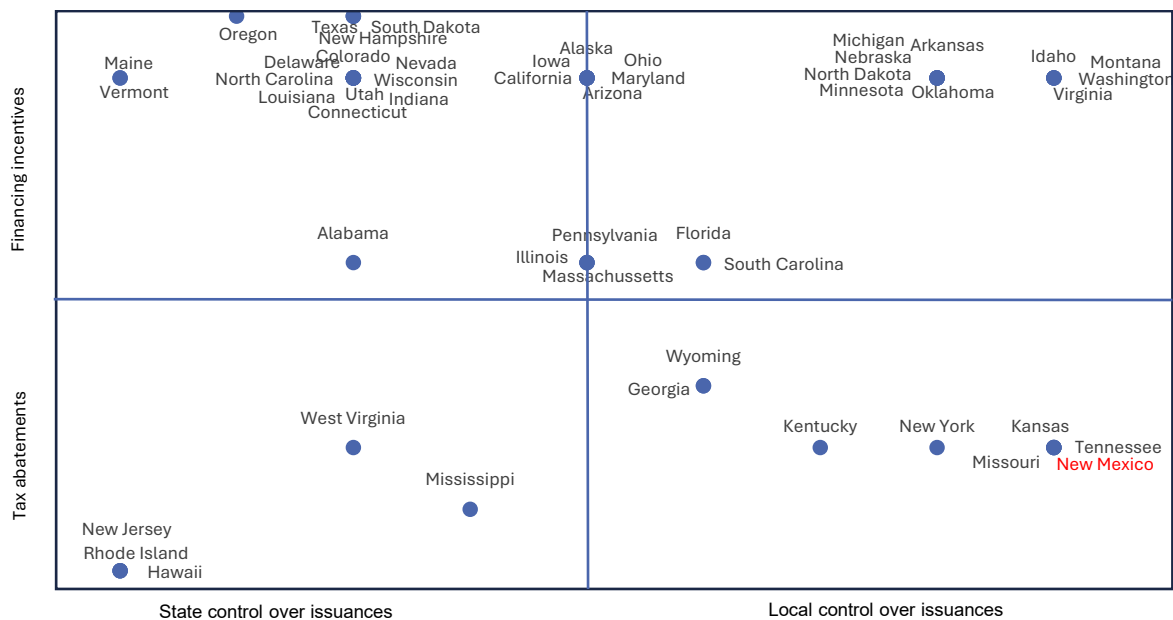


Source: LFC

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government caps for tax-exempt IRBs, none have been issued in over a decade, with corporations preferring taxable IRBs. Similarly, while the Taxation and Revenue Department reviews applications for the nontaxable transaction certificates (NTTCs) used by many IRB projects, the data is not systematically compiled, analyzed, or publicly reported as part of a statewide assessment of IRB activity or fiscal impacts. This decentralized structure and locally negotiated agreements produce inconsistent eligibility criteria, performance requirements, and reporting practices across jurisdictions, limiting transparency, reducing comparability among projects, and complicating statewide evaluation of IRB costs and effectiveness.

Chart 5. State Policies on Industrial Revenue Bonds



Source: LFC Analysis of State IRB Policies

States that provide incentives through the tax code often include more specific statutory requirements and oversight provisions than New Mexico's generalized IRB framework. While New Mexico's industrial revenue bond statute includes certain baseline requirements, these provisions are broadly applicable to all IRB projects rather than tailored to specific industries. For example, statute allows bond repayment terms up to 30 years, requires payments in lieu of taxes (PILTs) for certain energy projects affecting school districts and in other limited circumstances, and in some cases requires employer contributions toward employee health insurance premiums. However, because IRBs are a general-purpose financing tool, they do not consistently incorporate project-specific standards, such as defined job creation thresholds, capital investment minimums, clawback provisions, energy requirements, or program sunset dates. Because these provisions are negotiated locally and are not systematically reported, neither the state nor local governments can

readily compare performance requirements, identify effective practices across jurisdictions, or evaluate them against LFC's tax expenditure policy principles.

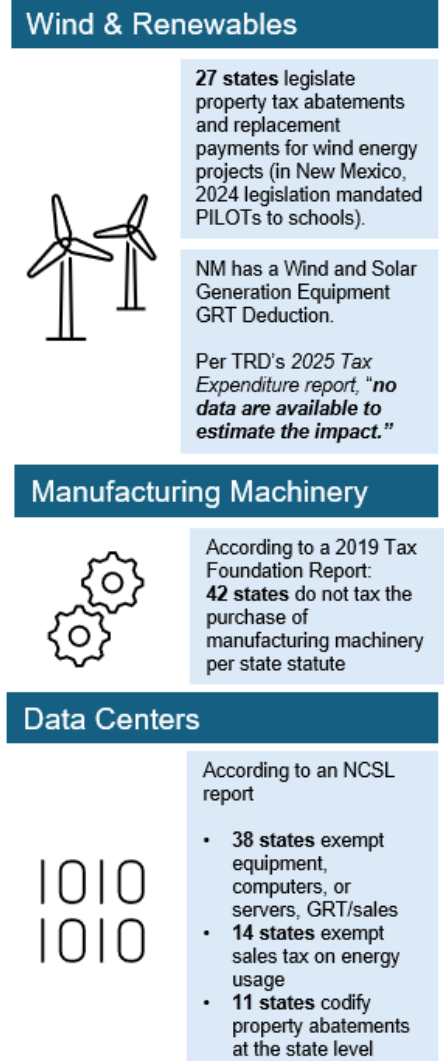
Many states provide industry-specific tax incentives for renewable energy, manufacturing, or data centers, offering an alternative to New Mexico's generalized IRB framework. Rather than relying on broadly available economic development tools, many states establish industry-specific eligibility criteria, benefit structures, and reporting requirements in statute. The industries receiving the largest IRB tax benefits in New Mexico are also commonly targeted through these statutory incentives. According to the National Conference of State Legislatures, 38 states provide data-center-specific tax incentives through statute, while a University of Michigan review found that 43 states provide wind energy projects with some form of preferential property tax treatment, including 27 states that authorize property tax abatements. For data centers, these incentives commonly include sales tax exemptions for equipment, servers, and other tangible personal property; approximately nine states extend these exemptions to construction materials and labor, 14 states exempt electricity consumption, and 11 states codify property tax abatements. For renewable energy, states often reduce property tax burdens through statewide exemption systems, alternative tax structures, partial abatements, or local-option agreements paired with replacement payments.

New Mexico reaches similar outcomes primarily through locally negotiated IRBs rather than uniform statewide tax policy. Even absent IRBs, renewable energy projects would likely benefit from several existing state tax preferences. For example, the Gross Receipts and Compensating Tax Act allows deductions from gross receipts for sales of wind and solar generation equipment to governments, though this provision has historically shown minimal fiscal impact in TRD tax expenditure reports, likely because firms instead use IRBs. This suggests New Mexico already has statutory tools for targeted renewable energy incentives, but the IRB structure provides broader, locally controlled exemptions that may substitute for or layer on top of those provisions.

As with the lack of central control, delivering these incentives through project-specific IRBs rather than standardized statutory programs reduces consistency, transparency, and statewide oversight, while providing policymakers with fewer opportunities to tailor incentives to individual industries.

Many companies receiving IRBs also receive additional state grants and incentive support, but these are not consistently evaluated together. Because New Mexico does not centrally track industrial revenue bonds (IRBs), the state lacks comprehensive visibility into how IRBs may overlap with other economic development incentives, grants, and tax preferences. Many companies receiving IRBs also appear to receive additional forms of state support through programs administered by the Economic Development Department (EDD), including Local Economic

Figure 8: How Similar Incentives Can be Delivered Through the Tax Code



Source: University of Michigan, NCSL, Tax Foundation

Development Act (LEDA) grants and Job Training Incentive Program (JTIP) funds. However, these programs are not consistently linked or evaluated together as part of a unified incentive package. Both a 2012 and a 2022 LFC evaluation found executive agencies did not provide a comprehensive regular analysis of economic development incentives, including how programs may overlap or be used in tandem.

For example, EDD publications reporting LEDA grant awards still commonly identify “private investment” associated with supported projects; however, in many cases these figures appear to correspond directly to the value of IRB issuances, despite IRBs technically being issued through governmental entities and frequently associated with property tax and gross receipts tax exemptions. This may reflect broader challenges in distinguishing and tracking layered incentive structures across agencies and programs. Conceptually, evaluating the fiscal and economic impact of incentive-supported projects would require understanding the full package of public support associated with a project, rather than evaluating each incentive independently. This may include LEDA grants, JTIP funding, tax credits or deductions claimed through the tax code such as the high wage jobs or film tax credit, and forgone property tax and gross receipts tax revenue associated with IRB agreements. However, it is unclear whether these incentives are consistently tracked, linked, or evaluated together across agencies or programs.

Table 4. Sample of Overlap between IRB Funding and Select EDD Incentives (in thousands)

Company	JTIP Budgets	LEDA	IRB
3D Glass	\$2,924	\$2,000	\$55,000
Arcosa Wind	\$2,659	\$4,000	\$65,000
Array	\$32	\$2,500	\$49,500
Blue Halo	\$1,655	\$2,225	\$16,750
Kairos Power	\$9,114	\$3,000	\$125,000
Nature's Toolbox	\$1,214	\$5,000	\$20,000
Vitality Works	\$1,177	\$1,050	\$7,000

Note: JTIP budgets reflect the total of approved, yearly budgets between FY17 and FY25; as a reimbursement, not all funds will have been paid out. LEDA represents LEDA commitment from FY19-FY25. Source: EDD, County/Muni Ordinances

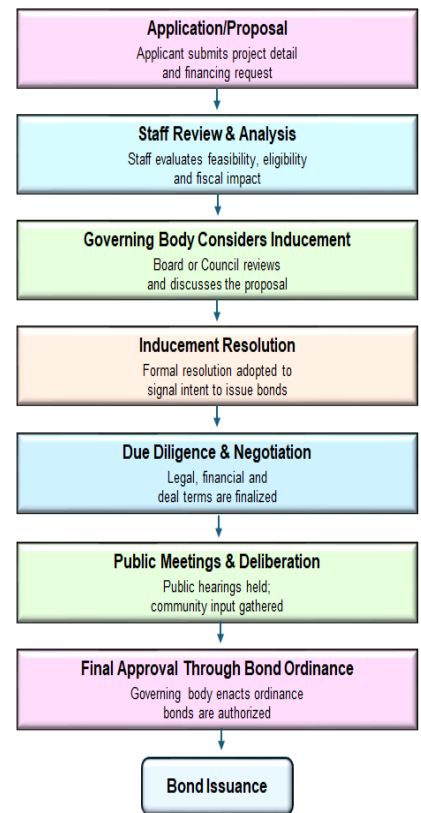
New Mexico Lacks Consistent Statewide Standards for Awarding and Evaluating IRBs, Resulting in Wide Variation in Local Policies and Practices.

While state and local governments forgo revenue through IRBs, the incentives are intended to generate economic activity that may offset some portion of those costs over time. The fiscal impacts presented here do not account for additional revenue generated by project activity because the additionality of individual projects is unknown. New Mexico has not established a formal framework for evaluating whether IRBs generate sufficient public benefits relative to their fiscal costs; however, other states provide useful examples of approaches to incentive evaluation. Economic development best practices generally emphasize targeting incentives to projects that create new economic activity rather than shifting activity among existing businesses. Kansas, for example, incorporates these considerations into its evaluation framework. Projects that primarily compete with nearby businesses, such as hotels or retail developments, may present challenges under this approach because their benefits may reflect redistributed local spending rather than net new economic growth.

Counties and municipalities adopt their own ordinances and policies that lay out IRB issuance criteria and processes. Some counties and municipalities have adopted ordinances and policies establishing criteria for IRBs, such as maximum length of the term, application procedures, evaluation criteria, requirements for PILT agreements, and formal approval processes. Other counties and municipalities have a less formalized application process in which companies submit project-specific proposals to local government officials. For example, Albuquerque limits IRB terms to a maximum of 20 years, unlike state statute which allows for 30 years. Both Albuquerque and Sandoval County require application forms to be submitted as part of their formal process, with required information including job creation estimates, expected bond financial structure, construction and development costs and schedules, expected environmental impacts and economic or fiscal impacts.

Bernalillo County has a newly mandated scoring rubric for IRBs, following the lead of some other local governments around the country and making them the first New Mexico county to use this tool. Bernalillo County's rubric, implemented as part of the county's economic development strategy in February 2026, attempts to link the scale of tax abatements and incentives of IRBs to measurable community benefits such as job creation, small business support, environmental sustainability and community engagement and investment. The ordinance also establishes a community benefits fund to target workforce development training and environmental priorities; the fund is supported by a contribution from IRB recipient companies of at least 5 percent of their tax savings. Bernalillo County's approach is not without some criticism. A consulting firm employed by the county warned against over-prescriptive and financially burdensome requirements and recommended refining the scoring model to scale expectations to project size, capital investment and job creation, and alternative pathways to compliance to match some companies' operational constraint. Bernalillo County's approach mirrors other scorecards used by local jurisdictions around the country. St. Louis and Cleveland, for example, use scorecards with distinct scoring by project type that favor job creation and capital investment and target industry alignment. St. Louis goes a step further and assigns a substantial share of points to projects planned for high-need or priority geographies. These models are more flexible than Bernalillo County's, allowing greater variety with multiple ways to reach scoring criteria.

Figure 9. Typical IRB Approval Process



Source: LFC

Unlike municipal IRBs, county IRBs may be used for retail and local-serving commercial projects, raising questions about alignment with broader economic development goals. The municipal and county IRB statutes are largely similar in structure and purpose. However, municipal IRBs are explicitly limited to “industry and trade other than retail trade,” and project definitions exclude facilities primarily engaged in retail sales. County IRBs contain no comparable restriction. Recent LFC reports have emphasized targeting incentives to traded industries, which bring new money into New Mexico through exports. Because local-serving industries primarily recirculate existing spending, traded industries generally generate larger economic multipliers and stronger long-term returns. In practice, some counties have used IRBs for retail and local-serving commercial projects. Bernalillo County, for example, has supported restaurants, entertainment venues, fitness centers, banks, retail establishments, and tenants within developments such as Village at La Orilla and Sawmill Market. While these projects may advance local development or redevelopment objectives, extending IRB benefits to local-serving businesses may raise questions about whether incentives are generating new economic activity or primarily shifting activity within existing local markets. Similar concerns may arise when subsidized businesses compete with nearby unsubsidized establishments or when commercial spaces experience persistent vacancies or tenant turnover.

Similar Albuquerque hotels within the same market face property tax bills ranging from nothing to nearly \$300 thousand per year due to IRB advantages. The County Industrial Revenue Bond Act reflects these economic-base principals through a competition clause that allows existing businesses to challenge projects alleged to “directly and substantially compete” with them, allowing for review by the State Board of Finance (C-2-3). Board of Finance meeting minutes, however, reveal no such challenges. Several Albuquerque hotel projects illustrate this issue. Of six similar hotels with comparable room rates along a two-mile stretch of Central Avenue downtown, Hotel Arrive, Parq Central, and Hotel Andaluz (Hilton) pay approximately \$0 in annual property taxes through IRB arrangements, collectively avoiding about \$600 thousand per year, according to Bernalillo County Assessor data. SpringHill Suites similarly pays no property taxes through a Metropolitan Redevelopment Area incentive. Meanwhile, competitors Hilton Garden Inn and DoubleTree by Hilton pay roughly \$243 thousand and \$297 thousand annually, respectively.

Project applications often argue subsidized hotels serve distinct markets. For example, Hotel Arrive's IRB application stated the project would not take business from competitors because it would attract Route 66 tourists seeking boutique accommodation. However, numerous unsubsidized hotels operate in the same area, including boutique hotels, historic properties, and bed-and-breakfasts. Similar patterns appear elsewhere; Hotel Chaco pays no annual property taxes through an IRB, while neighboring Hotel Albuquerque, under common ownership, pays roughly \$300 thousand

Retail Trade: Retail trade is the final step in the supply chain where businesses (retailers) sell goods and services directly to end-users for personal or household consumption.

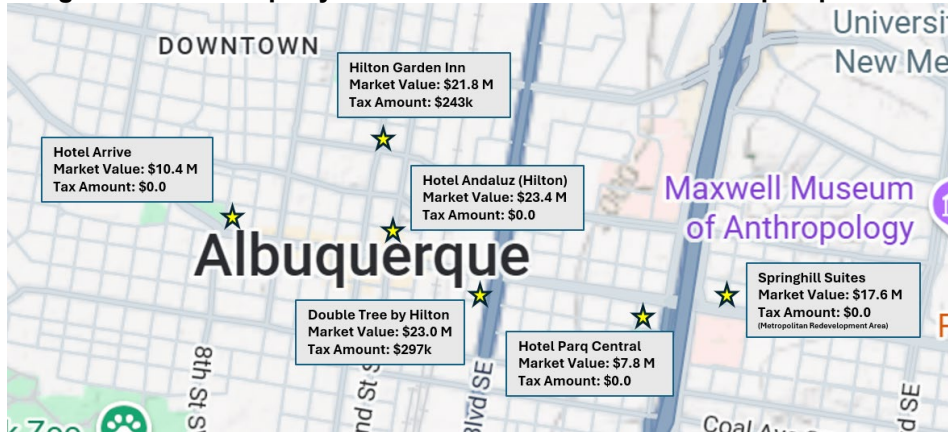
Image 1. Retail Shopping Center Could be Exempt from Property Tax, GRT on Personal Equipment



annually, alongside several nearby hotels that receive no comparable benefit.

Such disparities raise broader questions about fairness; local governments may be placed in the position of selecting favored recipients of tax benefits among businesses operating in the same market, raising questions about competitive neutrality and the appropriate use of economic development incentives.

Image 2: Annual Property Taxes for Select Downtown Albuquerque Hotels



SpringHill Suites received a Metropolitan Redevelopment Area incentive rather than an IRB but is included to illustrate an additional mechanism through which hotels may receive property tax benefits. Numerous other hotels in the surrounding area—from independent motels to national chains—pay full property taxes.

Source: LFC Analysis of Bernalillo County Assessor Data

Some states estimate “additionality” to better evaluate IRB effectiveness. Beyond establishing project selection criteria, some states also evaluate whether incentives influenced business decisions and generated economic activity that would not otherwise have occurred. The Kansas Legislative Division of Post Audit’s IRB report provides one example of how additionality estimates can be incorporated into the evaluation of IRB projects. To the extent that IRBs tip business location decisions, they can be effective at promoting job creation and other economic benefits. As with all economic development policy, cost-effective approaches support only those businesses who would not have engaged in a business activity but for an intervention or investment. Economists such as Timothy Bartik suggest, however, the incentive is decisive in only 2 percent to 25 percent of the incentivized projects in tipping a location, expansion, or job retention decision toward that state or local area. To understand the positive economic benefits of IRBs, analysts must estimate the amount of economic activity that would not have occurred absent the IRB subsidy. Estimating the extent of this additionality is beyond the scope of this report. Although economic models often incorporate assumed additionality rates that vary by industry, the available data does not support estimating the extent to which an IRB influenced each firm’s location, expansion, or investment decision. Accordingly, the fiscal impact estimates presented here reflect only forgone tax revenue and do not incorporate

Table 5. Kansas’ Application of “But-For” Percentages for IRB Projects

Company	Estimated New Jobs After 10 Years	“But-For” Percentage	Jobs Due to the IRB
MGP	10	66%	7
Dairy Farmers of America	95	27%	26
Bayer	32	24%	8
Lowen	50	18%	9
AGCO	33	13%	4
General Motors	240	11%	27
Bleak & Veatch	600	5%	28
Tank Connection	102	4%	4

Source: Kansas Legislative Division of Post Audit

induced economic effects, secondary fiscal impacts, or additional state and local revenues that may result from IRB-supported projects.

The Kansas Legislative Division of Post Audit has applied a “but-for” or additionality percentage to estimate the extent to which an IRB project, and its associated economic activity, would not have occurred absent the incentive. This approach recognizes that if a project would have proceeded regardless, forgone tax revenue is real, but the associated economic benefits cannot be fully attributed to the incentive. For instance, firms such as Black & Veatch Construction or Tank Connection may report creating 600 and 102 jobs, respectively, but if a model assumes these types of investments would occur 95 percent of the time regardless, only a small share of those jobs can reasonably be attributed to the incentive.

New Mexico has no Mandatory Reporting Requirements for Taxable IRBs

State IRB policies are found in the Industrial Revenue Bond Act (Section 3-32 NMSA 1978) and the County Industrial Revenue Bond Act (Section 4-59 NMSA 1978), as well as tax statutes (Section 7 NMSA 1978) and the state administrative code requiring prevailing wages on IRB projects (New Mexico Administrative Code 11.1.5). However, there are no mandatory state reporting requirements or state oversight for IRBs despite past legislative attempts. New Mexico can look to other state IRB models that allow for state oversight and coordination with state economic development goals even while allowing local governments to maintain control over approvals and issuances.

Annual comprehensive financial reports (ACFRs) filed by municipalities and counties do not fully capture the scale, distribution, and long-term effects of IRB-related tax abatement policies. As a best practice, the state and its subdivisions adhere to Generally Accepted Accounting Principles (GAAP) developed by the Financial Accounting Standards Board (FASB), an independent, private-sector nonprofit organization that establishes financial accounting and reporting standards for public and private companies and not-for-profit organizations in the United States. Their guidelines include disclosing economic development tax abatements in ACFRs using GAAP’s Governmental Accounting Standards Board (GASB) Statement #77 financial reporting rule for state and local governments. Required disclosures include description of the abatement program, the gross dollar amount of taxes abated during the reporting period, and certain additional commitments made by the disclosing government. However, GASB #77 does not require some important information to be reported under certain conditions.

For example, in FY24, New Mexico counties reported \$13 million in forgone tax revenue associated with IRB abatements through GASB #77, and \$6.3 million in property tax losses. Given that several counties have

Limitations of GASB #77 Reporting

- GASB #77 does not require governments to report all gross tax-abatement revenue losses when forgone revenues are subsequently offset through intergovernmental transfers or other mechanisms.
- GASB #77 allows governments to determine the materiality of tax abatements, meaning smaller programs or revenue losses may not be disclosed.
- GASB #77 does not require governments to disaggregate forgone revenue by affected public service or taxing jurisdiction, such as school districts.
- GASB #77 may limit program-specific disclosure when taxpayer confidentiality applies and does not require aggregate reporting in those cases.

Source: Good Jobs First

issued IRBs exceeding \$1 billion in total project value, the reported revenue losses likely understate the scale of forgone tax revenues. As another example, Doña Ana County's audit did not report a quantified gross receipts tax (GRT) loss but noted up to \$600 million in activity could occur under an IRB structure and be subject to GRT revenue loss, suggesting potential tax implication without reporting an annual forgone revenue amount. While these reporting standards are established independently of state government, the Legislature could supplement GASB #77 by requiring additional IRB-specific reporting from local governments to improve transparency, comparability, and statewide evaluation.

Image 3. Sample Financial Audits

Example 1: no data recorded

the conditions under which abated taxes become eligible for recapture.	Districts
List each specific commitment made by the recipient of the abatement.	Lincoln County -\$152,656.00 & Corona Schools - \$76,328.00
Gross dollar amount, on an accrual basis, by which the government's tax revenues were reduced during the reporting period as a result of the tax abatement agreement.	This was set up in 2020 through an IRB and Assessor's office has no record of any values used to determine any reductions

Example 2: IRB expenditures fall under materiality threshold, despite substantial investments

Disclosures. The County has established a quantitative threshold of \$50,000 for reporting individually. As of June 30, 2024, the County had two taxable industrial revenue bond (IRB) projects that resulted in an abatement of taxes less than \$50,000. For the nature of the abatement having been under the quantitative threshold and considering the immaterial nature of the abatement, the County did not need to report the abatement within the Notes under the guidelines of the Statement.

Example 3: estimation listing just issuance amount

Gross dollar amount, on an accrual basis, by which the government's tax revenues were reduced during the reporting period as a result of the tax abatement agreement.	Property Tax: \$482,388.51 Gross Receipts Tax: <u>Up to \$600,000,000.00 X County</u> Gross Receipts Rate
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Source: Lincoln, San Juan, and Eddy County Financial Audits

IRB reporting in New Mexico would transform IRBs from a tax-advantaged finance mechanism into a data-driven economic development policy. There are two types of IRBs: tax-exempt and taxable. Tax exempt IRBs exempt investors from federal and sometimes state income taxes on earned interest. Tax-exempt IRBs are limited by IRS rules to certain eligible projects in the manufacturing, energy, and recycling industries. These IRBs ordinarily have a \$10 million cap on issuance amount and a maximum project capital expenditure and are subject to a state volume cap set by the IRS. Because of the state volume cap, states are required to report to the IRS information about such bonds and must track and allocate the volume cap.

For almost all the projects financed by IRBs in New Mexico, such limits are prohibitive, and instead companies are more likely to opt for taxable IRBs, where they already have the financing for the project but wish to gain tax exemptions and abatements. The advantages of these taxable IRBs are unlimited issuance amounts and capital expenditures, and taxable IRBs are not subject to the state volume cap. Because they are not subject to the state volume cap, they have no federal reporting requirements, and in New Mexico, they also face no statutory reporting requirements. IRB reporting would benefit New Mexico in several ways:

- Allows measurement of jobs created and retained, wages, investment, and other outcomes and, over time, permits longitudinal analysis that enables policy adjustments in line with state economic development goals.
- Creates accountability of promised outcomes, facilitates public transparency and reduces the risk of giving additional benefits to projects that underperform.
- Enables better estimation of forgone tax revenue as well as net fiscal impact and facilitates cost-benefit analysis at the project level.
- Reveals the industries with highest public return, any geographic disparities in benefits, wage quality and workforce outcomes, and aligns IRB use with broader strategies.
- Aligns with broader public finance trends, such as performance-based incentives, tax-expenditure reporting, results-oriented governance and supports legislative audits and oversight bodies.
- Identifies underperforming projects and sectors.
- Permits New Mexico to benchmark against other in-state economic development tools such as LEDA and JTIP, and against other states.

In addition, the National Conference of State Legislatures emphasizes that data collection through reporting allows for evaluation of tax expenditures that come with incentives such as IRBs, and such evaluations provide opportunities for policymakers to take actions to improve policy.

The National Conference of State Legislatures emphasizes that data collection through reporting allows for evaluation of tax expenditures that come with incentives such as IRBs, and such evaluations provide opportunities for policymakers to take actions to improve policy

Figure 10: Legislative Finance Committee Tax Expenditure Policy Principals

Source: LFC

Numerous legislative attempts were made in the late 1990s and early 2000s to attach reporting requirements to IRBs but only established reporting requirements for “tax-exempt” IRBs. The legislative record from 1996–2026 shows that lawmakers considered collecting IRB data to assess impacts on economic development and property tax revenues but not gross receipts taxes. The only reporting requirements ultimately enacted applied to federally tax-exempt IRBs, or the type no longer used in New Mexico. Enacted in 2005, Section 6-20-5 NMSA 1978 requires the State Board of Finance (SBOF) to collect information on bond projects, including project descriptions, job estimates, financing details, construction timelines, feasibility analyses, and related documentation. After 2005, no additional legislation addressing IRB reporting was introduced, and taxable IRBs are currently not reported to the state. The law also authorized the SBOF to establish fees and collect allocation deposits for the general fund. Tax-exempt IRBs have been used rarely, if at all, in New Mexico since 2000 because they are subject to a \$10 million issuance limit, while taxable IRBs—which have no issuance limit—are generally preferred by project developers.

Table 5: New Mexico Legislation History on Reporting Requirements for Industrial Revenue Bonds (1996 – 2026)

Year	Bill	Goal	Managing State Agency	Outcome
1997	HB 1327	Establish database to track and measure economic impact of IRBs, including impacts on property tax revenues	Taxation and Revenue	Postponed Indefinitely
1998	SB 111	Impose reporting requirements on municipalities and counties	DFA Local Government Division	Passed by Legislature, Vetoed by Governor
1999	HB 249	Amend NMSA 1978 with municipality and county reporting requirements	DFA Local Government Division	Postponed indefinitely
1999	SB 60	Add new section to Industrial Revenue Bond Act on reporting requirements	DFA Local Government Division	Passed by Legislature, Vetoed by Governor
2004	HJM 96	Request for the Economic Development Department to report on use of county and industrial revenue bonds	Economic Development Department	Postponed indefinitely
2005	SB 438	Requires information submitted to state Board of Finance for allocation for private bond activity, including tax-exempt IRBs	Board of Finance	Signed, part of NMSA 1978 6-20-5.

Source: LFC

New Mexico allows complete local authority over IRBs, but peer state approaches show that even decentralized systems can require statutory applications, reporting, or state approvals that allow for greater levels of transparency and oversight. Even in systems where local governments retain primary authority, state statutes can require application processes, centralized reporting, or approval mechanisms that improve transparency and oversight to meet economic development best practices and state economic goals. New Mexico's current statutory framework lacks comparable requirements, limiting the state's ability to systematically track IRB activity, assess fiscal impacts, and evaluate outcomes. New Mexico statutes grant some of the highest levels of discretion over IRB issuances to local governments compared with other states nationally. However, even peer states that similarly delegate IRB issuances can require higher levels of state-level visibility, reporting, and oversight. In Kansas, IRB projects must be submitted to the Board of Tax Appeals through formal, standardized applications that include cost-benefit analyses, providing the state with baseline information on projects even if oversight is limited in practice. Missouri codifies more extensive application requirements in statute, including detailed project descriptions,

cost estimates, affected taxing jurisdictions, and projected changes in assessed valuation, and further requires annual reporting by local governments to its Department of Economic Development on bond issuances. In 2025, state legislation was introduced to require the Missouri Department of Economic Development to publish these reports, though the legislation did not pass. Kentucky incorporates a targeted state role by requiring certain project types to undergo formal application, review, and public hearing processes, as well as state approval for specific tax treatments, though most projects remain locally controlled and ongoing reporting is limited. Tennessee emphasizes transparency through statute by requiring annual, standardized reporting of aggregate corporate debt to a central state entity, along with timely reporting of defaults and other financial risks, enabling the state to maintain a comprehensive inventory of activity.

These states demonstrate, even with local control over IRB issuances, minimal state oversight and reporting requirements in New Mexico could allow the state to maintain a comprehensive list of IRB projects throughout the state and accurately track forgone revenue attributable to IRBs. In addition, reporting could help align local projects funded by IRBs with state economic development goals as articulated by the New Mexico Economic Development Department, as well as generate data that allows for transparent analyses of the economic benefits and costs to local governments issuing IRBs and the state as a whole.

State Requirements for Industrial Revenue Bond Issuances

Kansas (K.S.A 79-213):

- “The county appraiser... shall file the request for exemption and the recommendations of the county appraiser...with the state board of tax appeals.”

Missouri (§100.050-105 RSMo):

- Municipalities shall approve the plan for the project, including a description of the project, the estimated cost thereof, and the terms of any agreements.
- Municipalities must file an annual report with the department of economic development containing the amount, term, interest rates, date of issuance, size and current number of employees of beneficiary firm and estimated number of new jobs.

Kentucky (KRS 103.210):

- Any industrial buildings financed through a tax-exempt governmental unit requires the prior approval of the Kentucky Economic Development Finance Authority.

Tennessee Code Ann. (§7-53-304):

- Corporations (also known as Industrial Development Boards) shall maintain an aggregate listing of current debt and report to the state funding board.

Appendix A: Inventory

Inventory of County Issued IRBs, 2000-2025

Name	Issuing Entity	Description	Issuance Date	Bond Issuance	Verified by Entity	Source
US Foods	Bernalillo	Food Manufacturing	2010	\$53,000,000	Yes	BCC Ordinance 2010-27
Lowes	Bernalillo	Call center	2011	\$16,000,000		BCC Ordinance 2011-22
ABQ Office Associates	Bernalillo	Human resource facility	2011			Ordinance passed (item 8c in agenda), No ordinance number or amount
Gestamp Asetym	Bernalillo	Solar energy generation	2011	\$13,000,000	Yes	BCC Ordinance 2011-19
Friedman Recycling	Bernalillo	Materials Recovery Facility	2012	\$16,000,000	Yes	BCC Ordinance 2012-9
Admiral Beverage	Bernalillo	Beer & Ale Merchant Wholesalers	2012	\$30,000,000	Yes	BCC Ordinance 2012-14
UR 205 Silver LLC	Bernalillo	Mixed use facility	2013	\$11,300,000		BCC Ordinance 2014-22
Computational Analysis and Network Enterprise Solutions	Bernalillo	Cyber Security	2014	\$4,000,000	Yes	BCC Ordinance 2014-15
Rodgers Plumbing and Heating	Bernalillo	Acquire and equip a warehouse inventory and equipment facility	2014	\$5,750,000	Yes	BCC Ordinance 2014-09
Flagship Food Group	Bernalillo	Food Manufacturing	2014	\$10,250,000	Yes	No ordinance number. Adopted at 10/28/14 meeting
United Poly Systems	Bernalillo	Manufacturing	2014	\$9,000,000	Yes	BCC Ordinance 2014-16
Hotel Albuquerque Tenancy and Sawmill Bellamah Properties (Hotel Chaco Project)	Bernalillo	Hotel Facility and Mixed Use Market	2015	\$40,000,000	Yes	BCC Ordinance 2015-13

Policy Spotlight: Industrial Revenue Bonds

New Mexico Food Distributors, Inc	Bernalillo	Food Manufacturing Plant	2015	\$30,000,000	Yes	BCC Ordinance 2015-23
Catholic Charities	Bernalillo	Charitable Services Center	2015	\$2,500,000	Yes	BCC Ordinance 2016-4
Wagner Equipment	Bernalillo	Commercial & Industrial Machinery & Equipment Repair	2015	\$100,000,000	Yes	BCC Ordinance 2015-29
Harrington Properties	Bernalillo	Residential	2015		Yes	BCC Ordinance 2015-26 (amount not disclosed)
HB Construction	Bernalillo	Residential & Commercial Construction	2015	\$3,000,000	Yes	BCC Ordinance 2015-27
One Central Associates	Bernalillo	Parking Facility and Mixed-Use	2016	\$35,000,000	Yes	BCC Ordinance 2016-30 & BCC Ordinance 2016-31 (each \$17.5 million)
General Mills	Bernalillo	Food Manufacturing	2016	\$80,000,000		BCC Ordinance 2016-14
MCT Development	Bernalillo	Balloon Fiesta Renovation	2016	\$15,000,000	Yes	BCC Ordinances 2016-27 & 2016-28
Duke City Linen	Bernalillo	Commercial Linen Cleaning and Rental	2016	\$10,500,000		BCC Ordinance 2016-35
New Beginnings Senior Living Center	Bernalillo	Assisted Living Facility	2016	\$10,000,000		BC Ordinance 2016-11
Sandia Peak Ski Company	Bernalillo	Mountain Amusement Ride	2016	\$2,000,000	Yes	BCC Ordinance 2016-16
CCC&S Family LLC	Bernalillo	Distribution and Corporate Office, Medical Supplies	2016	\$5,000,000		BCC Ordinance 2016-26
Rio Housing Associates	Bernalillo	Low-Income Senior Housing	2016	\$4,000,000	Yes	BCC Ordinance 2016-21
Peak Dining	Bernalillo	Restaurant	2016	\$7,000,000	Yes	BCC Ordinance 2016-15
Los Poblanos LLLP	Bernalillo	Agricultural and manufactured products & supply	2016	\$15,000,000	Yes	BCC Ordinance 2016-02

Policy Spotlight: Industrial Revenue Bonds

Rio Bravo Brewery	Bernalillo	Brewery	2016	\$5,000,000	Yes	BCC Ordinance 2016-3
Village @ La Orilla Shopping LLC	Bernalillo	Multipurpose Restaurant, Retail, Manufacturing & Entertainment	2017	\$4,000,000	Yes	BCC Ordinance 2017-10
Ben E. Keith Company	Bernalillo	Food Service Distribution	2018	\$80,000,000	Yes	BCC Ordinance 2018-31
3D Glass Solutions	Bernalillo	Semiconductor manufacturing	2018	\$25,000,000	Yes	BCC Ordinance 2018-32
Sawmill Market	Bernalillo	Mixed use facility	2018	\$10,000,000	Yes	BCC Ordinance 2018-28
Vitality Works	Bernalillo	Manufacturing Facility	2018	\$7,000,000		BCC Ordinance 2018-8
CT Corp (Desert Willow Project)	Bernalillo	Residential	2019	\$100,000,000	Yes	May have been a multi-project affordable housing bond, not an IRB.
Rose's Southwest Papers	Bernalillo	Paper Manufacturing	2019	\$20,200,000		BCC Ordinance 2019-13, 2019-23 (Series B is closed)
New Mexico Fresh Foods	Bernalillo	Food Processing	2020	\$9,000,000	Yes	BCC Ordinance 2020-16
American Gypsum	Bernalillo	Manufacturing facility	2021	\$22,000,000		BCC Ordinance 2021-7
Albuquerque Marriott Pyramid North	Bernalillo	Hotel renovation (existing)	2023	\$39,500,000	Yes	BCC Ordinance 2023-22
Johnson Storage and Moving	Bernalillo	Storage facility	2023	\$8,700,000	Yes	BCC Ordinance 2023-21
Sun Lasso Energy Center	Bernalillo	Battery storage facility	2024	\$190,000,000	Yes	BCC Ordinance 2024-21
Project Apollo, Ebon Solar	Bernalillo	Solar cell manufacturing	2024	\$942,000,000	Yes	BCC Ordinance 2024-20
Array Technologies	Bernalillo	Solar Technology Manufacturing	2024	\$49,500,000	Yes	BCC Ordinance 2024-11

Policy Spotlight: Industrial Revenue Bonds

Titan Development	Bernalillo	Hiway House redevelopment	2025	\$34,000,000	Yes	BCC Ordinance 2015-19
3D Glass Solutions	Bernalillo	Semiconductor manufacturing	2025	\$30,000,000	Yes	BCC Ordinance 2025-12
Corazon Energy	Bernalillo	Battery energy storage	2025	\$225,000,000		BCC Ordinance 2025-25
Borderlands Wind, LLC Project	Catron	Wind Electricity Generation Project	2019	\$200,000,000		Ordinance 2020-01
Anderson Wind Farm	Chaves	Wind Energy	2012			Authorized in Ordinance 2012-004. Minutes only go back to 2013.
Roswell Solar LLC	Chaves	Solar Panels	2015	\$50,000,000		Can't find an ordinance or resolution
Chaves County Solar II	Chaves	Solar Panels	2022	\$50,000,000		Can't find an ordinance. The county did an inducement, Resolution R-21-026.
San Juan Mesa Wind Project LLC	Chaves	Wind Energy	2025	\$60,000,000		Chaves County Meeting Minutes 12-18-2025, inducement Resolution 25-056
Route 66 Solar Energy Center, LLC	Cibola	Solar Photovoltaic Electric Generating Facility	2017	\$75,000,000		Ordinance 2017-03, commission agenda of April 6, 2017
Route 66 Energy Storage, LLC	Cibola	Energy Storage	2024	\$85,000,000		Ordinance 2024-002
Cimarron Project	Colfax	Solar Power Generation Project	2010	\$110,000,000		Ordinance 2010-01
Monarch Litho	Doña Ana	Commercial printing and packaging	2005	\$41,000,000	Yes	Ordinance 213-2004
Northwire (Karr Tool)	Doña Ana		2009	\$5,000,000	Yes	Ordinance 210-2004
NRG Solar Roadrunner Holdings, LLC	Doña Ana	Photovoltaic power generation	2011	\$81,610,000	Yes	Ordinance 249-2011
MCS Realty Partners	Doña Ana	Distribution and manufacturing for framing products	2015	\$15,000,000	Yes	Ordinance 278-2015

Policy Spotlight: Industrial Revenue Bonds

Visual Impact Preprint	Doña Ana	Corrugated printing operations	2018	\$6,500,000	Yes	Ordinance 297-2018
Universal Sheets	Doña Ana	Corrugated packaging and sheet manufacturing	2018	\$18,500,000	Yes	Ordinance 298-2018
Prent Corporation	Doña Ana	Medical packaging	2020	\$10,000,000	Yes	Ordinance 313-2020
Optimum Product Corp	Doña Ana	PVC compound & related products	2021	\$10,000,000	Yes	Ordinance 319-2021
Admiral Cable	Doña Ana	Electrical equipment manufacturing	2021	\$20,000,000	Yes	Ordinance 318-2021
Tradelot Corp	Doña Ana		2021	\$20,000,000		Referred to in agenda of 11/23/21, no ordinance number
Santa Teresa Solar Power Plant	Doña Ana	Solar grid and battery storage	2022	\$213,000,000	Yes	Ordinances 354-2022, 326-2022
Hecate Energy	Doña Ana	Solar facility	2022	\$180,000,000	Yes	Ordinance 325-2022, 326-2022
La Mesa PV	Doña Ana	Solar power generation	2022	\$50,000,000	Yes	Ordinance 330-2022
Franklin Mountain Packaging	Doña Ana	Corrugated and packaging manufacturing	2023	\$25,000,000	Yes	Ordinance 341-2023
Monti Inc.	Doña Ana	Electrical and wiring	2023	\$4,500,000	Yes	Ordinance 344-2023
Milagro Solar	Doña Ana	Solar power generation and battery storage	2023	\$240,000,000	Yes	Ordinance 329-2022, Amend 355-2025
BSREH	Doña Ana	Transportation, logistics and rail transloading	2023	\$23,000,000	Yes	Ordinance 342-2023
ITNOM Properties	Doña Ana	Industrial manufacturing	2023	\$10,000,000	Yes	Ordinance 345-2023
Oro Onions	Doña Ana	Food processing and manufacturing	2023	\$6,800,000	Yes	Ordinance 343-2023

Policy Spotlight: Industrial Revenue Bonds

Santa Teresa Storage LLC	Doña Ana	Solar power battery storage	2025	\$273,000,000	Yes	Ordinances 355-2022, 326-2022
Yucca Growth Infrastructure LLC	Doña Ana	Data center infrastructure (part of Project Jupiter)	2025	\$15,000,000,000	Yes	Ordinance 367-2025
Red Chiles A-D; Stack Infrastructure	Doña Ana	Data center infrastructure (part of Project Jupiter)	2025	\$25,000,000,000	Yes	Ordinance 367-2025
Greenchile Ventures LLC	Doña Ana	Data center infrastructure (part of Project Jupiter)	2025	\$125,000,000,000	Yes	Ordinance 367-2025
HB Potash, LLC	Eddy	Manufacturing and Processing of Potash	2009	\$60,000,000		Ordinance O-09-56
Sendero Carlsbad Midstream, LLC	Eddy	Natural Gas Processing Facility	2018	\$225,000,000		Ordinance O-18-94
Hayhurst New Mexico Solar, LLC	Eddy	Solar Photovoltaic Generating Facility	2022	\$40,000,000		Ordinance O-22-124
Pronto Midstream Project	Eddy	Natural Gas Processing Facility	2023	\$500,000,000		Ordinance O-23-126
Great Divide Wind Farm	Grant	Wind Farm	2023	\$600,000,000	Yes	Ordinance O-18-01, amended and restated in Ordinance O-23-08
Lordsburg Solar LLC	Hidalgo	Solar Generation Plant	2022	\$400,000,000		Ordinance 2022-01
Louisiana Energy Services	Lea	National Enrichment Facility	2009	\$4,000,000,000		Ordinance 58, Ordinance 67
International Isotopes Project	Lea	Uranium Hexafluoride Deconversion	2010	\$72,000,000		Ordinance 68, Ordinance 69
JUT Demonstration Inc	Lea	Helioculture Renewable Fuels	2012	\$20,000,000		Ordinance 75
Wildcat Wind LLC	Lea	Wind Energy Generating Facilities	2012	\$51,000,000		Ordinance 74
Intrepid Potash-New Mexico LLC	Lea	Manufacturing and Processing of Potash	2012	\$40,000,000		Ordinance 73

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DCP Midstream	Lea	Natural Gas Processing Facility	2014	\$440,000,000		Ordinance 85
AEM Wind (Sterling Wind Farm)	Lea	Wind Energy Generating Facilities	2016	\$60,000,000		Ordinance 90
Tip Top Solar Energy	Lea	Solar Energy Generating Facility	2019	\$215,000,000		Ordinance 94 - but not in Lea County records. In Action Item 02 of May 23, 2019 minutes
AC Solar	Lea	Solar Energy Generating Facility	2025	\$85,215,000		Ordinance 104
Red Cloud Wind Project	Lincoln	Wind Energy Generation	2020	\$125,000,000		Ordinance 2020-01
Pattern SC Holdings LLC Project	Lincoln	Wind Energy Generation	2022	\$3,600,000,000		Ordinance 2022-04
Pebble Labs USA	Los Alamos	Scientific Laboratories and Related Facilities	2019	\$60,000,000		Ordinances 709 and 736 terminated the project
Macho Springs Wind Project	Luna	Wind Farm	2010	\$110,000,000		Ordinance 79
Macho Springs Solar Project	Luna	Solar Photovoltaic Electric Generating Facility	2012	\$140,000,000		Ordinance 83
Alta Luna, LLC	Luna	Solar Photovoltaic Electric Generating Facility	2015	\$50,000,000		Ordinance 94
Southern Power Company Project	Luna	Natural Gas Power Generation Facility	2018	\$427,000,000		Inducement Resolution No. 18-25, no ordinance found.
Southern Power Company Project	Luna	Combustion Turbine Facility	2018	\$223,000,000		Inducement Resolution No. 18-24, no ordinance found
Carne Solar Project	Luna	Generation of Solar Energy	2022	\$200,000,000		Ordinance 115
Carne Solar Project	Luna	Storage of Solar Energy	2022	\$135,000,000		Ordinance 116
Rhino Health A	McKinley	Equipment Project Glove Factory	2018	\$16,500,000		Ordinance 2018-NOV-007 per Nov. 20, 2018 meeting agenda

Policy Spotlight: Industrial Revenue Bonds

Rhino Health B	McKinley	Equipment Project Glove Factory	2018	\$13,500,000		Ordinance 2018-NOV-007 per Nov. 20, 2018 meeting agenda
Arroyo Solar LLC	McKinley	300 Megawatt solar power	2021	\$335,000,000		Ordinance 2021-JUL-001 July 15, 2021 Agenda Item 7a
Arroyo Energy Storage LLC	McKinley	Battery storage facility	2021	\$180,000,000		Ordinance 2021-JUL-002 per July 15, 2021 Agenda Item 7b
Escalante Solar	McKinley	200 Megawatt solar power generation facility	2023	\$280,000,000		Ordinance 2023-APR-008 per April 18, 2023 Agenda Item 12
MOASI Solar Project	McKinley	Battery storage facility	2025	\$200,000,000		Ordinance 2025-APR-004 per April 15, 2025 Agenda Item 11
MOASI Solar Project	McKinley	250 megawatt solar power generation facility	2025	\$200,000,000		Ordinance 2025-APR-003 per April 15, 2025 Agenda Item 11
Burrell Resources Group	Otero	Mining Project	2015	\$30,000,000	Yes	Ordinance 15-01
Buena Vista Energy Center LLC	Otero	Solar energy generation and battery storage	2021	\$190,000,000	Yes	Ordinance 21-01
Buena Vista Energy Center LLC	Otero	Expanded solar energy generation and energy storage	2025	\$285,000,000	Yes	Ordinance 25-05
Alamogordo Solar Project	Otero	Solar energy generation and battery storage	2025	\$210,000,000	Yes	Ordinance 25-06
FPL Energy New Mexico Wind LLC	Quay	Wind Farm	2002	\$141,400,000	Yes	Ordinance No. 29
Caprock Wind	Quay	Wind Farm	2004	\$95,000,000	Yes	Ordinance No. 33
Caprock Solar 1 & 2	Quay	Solar Energy Generation	2014	\$55,000,000	Yes	Ordinance No. 49
Caprock Solar 1 & 2	Quay	Solar Energy Generation	2015	\$61,500,000	Yes	Ordinance No. 50
New Mexico Wind Energy Center	Quay	Wind Farm	2017	\$107,100,000	Yes	Ordinance No. 51

Policy Spotlight: Industrial Revenue Bonds

Casa Mesa Wind	Quay	Wind Farm	2017	\$48,500,000	Yes	Ordinance No. 52
San Juan Mesa Wind Project	Roosevelt	Wind Energy Generation	2005	\$148,500,000		Ordinance 2005-05
Roosevelt Wind Project	Roosevelt	Wind Energy Generation	2013	\$358,000,000		Ordinance 2014-01
Milo Wind Project	Roosevelt		2015	\$72,000,000		Resolution 2015-40, Ordinance 2015-03
Blackwater Solar	Roosevelt	Solar Energy Generation and Battery Storage	2025	\$315,000,000		Ordinance 2024-03
San Juan Mesa Repower Project	Roosevelt	Wind Energy Generation Replacement	2025	\$220,000,000		Inducement Resolution 2025-28
DG Sundale	Roosevelt	Solar Photovoltaic Electric Generation	2025	\$17,325,000		Ordinance 2025-02
San Juan Solar	San Juan	Solar farm	2021	\$450,000,000	Yes	114, 115, 116
Shiprock Solar Project	San Juan	Solar	2023	\$1,000,000,000	Yes	Inducement resolution
Four Mile Mesa and Solar and Storage	San Juan	Solar	2025	\$459,000,000	Yes	130
Foxtail Flats Solar and Storage	San Juan	Solar	2025	\$374,000,000	Yes	129
SunZia Wind Project	San Miguel	Wind Energy Generation	2022			
Intel	Sandoval	Semiconductor manufacturing	2004	\$16,000,000,000	Yes	04-19-16.7B
NM Renewable Development Data Center II	Sandoval	Solar farm	2019	\$70,000,000	Yes	6-27-19.6A
NM Renewable Development Data Center III	Sandoval	Solar farm	2022	\$50,000,000	Yes	1-12-22.10A

Policy Spotlight: Industrial Revenue Bonds

NM Renewable Development Data Center IV	Sandoval	Solar farm	2023	\$275,000,000	Yes	10-25-23.10A
EsVolta Development (Gila Monster Project)	Sandoval	Renewable Energy Battery Farm	2024	\$300,000,000	Yes	12-11-24.10
Project Ranger	Sandoval	Hypersonic Manufacturing	2025	\$125,000,000	Yes	08-27-25.10
Diamond Tail Solar & Battery	Sandoval	Solar energy generation	2025	\$497,000,000	Yes	07-23-25.10
La Luz Holdings/Santa Fe Film & Media Studios	Santa Fe	Film & Media Studio	2022	\$16,000,000	Yes	Ordinance 2022-001
High Lonesome Mesa	Torrance	Wind energy generation	2008	\$195,000,000		Ordinance 2008-01
El Cabo Wind Project	Torrance	Wind energy generation	2013	\$450,000,000		Ordinance 2013-01
La Joya Wind Projects I	Torrance	Wind energy generation	2019	\$675,000,000		Ordinance 2019-02
La Joya Wind Projects II	Torrance	Wind energy generation	2019	\$385,000,000		Ordinance 2019-05
NM Renewable Development Data Center II	Torrance	Solar energy generation	2019	\$60,000,000		Ordinance 2019-01
Tecolote Wind Project	Torrance	Wind energy generation	2020	\$560,000,000		Ordinance 2020-02
Red Cloud Wind Project	Torrance	Wind energy generation	2020	\$490,000,000		Ordinance 2020-03
Clines Corners Wind Farm	Torrance	Wind energy generation	2020	\$470,000,000		Ordinance 2020-04
Duran Mesa Project	Torrance	Wind energy generation	2020	\$350,000,000		Ordinance 2020-01

Source: LFC

Inventory of Municipal-Issued IRBs (2000-2025)

Name	Issuing Entity	Description	Issuance Date	Bond Issuance	Verified by Entity	Source
Emcore	Albuquerque	Manufacturing	2000	\$55,000,000		Ordinance O-00-52
United Health Care	Albuquerque	Claims Processing	2000	\$1,851,000		Ordinance O-00-49
Philips Semiconductors	Albuquerque	Manufacturing	2000	\$400,000,000		Ordinance-O-00-39
Ktech	Albuquerque	Defense	2002	\$10,000,000		Ordinance O-02-47
MCT Industries	Albuquerque	Manufacturing	2003	\$4,330,000		Ordinance O-03-108
Eclipse Aviation	Albuquerque	Aircraft manufacturing	2004	\$45,000,000	Yes	Ordinance O-04-45
Hotel Andaluz	Albuquerque		2005	\$11,006,000	Yes	
Ktech	Albuquerque	Defense	2005	\$12,000,000	Yes	Ordinance O-05-108
Advent Solar	Albuquerque	Manufacturing	2006	\$25,000,000		Ordinance O-06-3
Historic Hotel LLC	Albuquerque	Hotel	2007	\$8,900,000	Yes	Ordinance O-07-62
Schott Solar	Albuquerque	Solar panel manufacturing	2008	\$105,000,000		Ordinance O-08-37
Emcore	Albuquerque	Manufacturing	2008	\$27,000,000		Ordinance O-08-36
Hotel Parq Central	Albuquerque	Hotel	2009	\$14,000,000	Yes	
SUMCO Phoenix	Albuquerque	Manufacturing	2009	\$10,000,000		Ordinance O-09-94

Policy Spotlight: Industrial Revenue Bonds

Roadrunner Food Bank	Albuquerque	Charitable food distribution	2016	\$10,000,000		Ordinance O-16-29
Taskus Project	Albuquerque	Call Center	2018	\$5,998,000		Ordinance O-18-43
Hotel Blue/ARRIVE Albuquerque	Albuquerque	Boutique Hotel	2019	\$22,000,000	Yes	Ordinance O-19-80
Kairos Power	Albuquerque	Advanced Energy Technology Research	2019	\$125,000,000	Yes	Ordinance O-19-91
Jabil	Albuquerque	Manufacturing	2019	\$36,000,000	Yes	Ordinance O-19-25
Olympus NorthPoint	Albuquerque	Multifamily residential apartments	2020	\$35,700,000		
Netflix	Albuquerque	Film & TV studio campus	2020	\$500,000,000	Yes	Ordinance O-20-45
Bueno Foods	Albuquerque	Food Manufacturing and Processing	2021	\$10,000,000		Ordinance O-21-65
Affordable Solar Project	Albuquerque	Renewable energy production & storage	2021	\$7,578,000	Yes	Ordinance O-21-58
Blue Halo LLC	Albuquerque	Space & Defense	2022	\$16,750,000	Yes	Ordinance O-22-27
Sandia Peak Grid Project	Albuquerque	Renewable energy storage	2022	\$95,000,000	Yes	Ordinance O-22-29
Heritage Defender	Albuquerque	Mixed use facility	2022	\$5,000,000	Yes	Ordinance O-22-5
Hope Christian Schools	Albuquerque	Education building	2022	\$8,500,000	Yes	Ordinance O-21-85
Maxeon	Albuquerque	Solar panel manufacturing	2023	\$2,400,000,000	Yes	Ordinance O-23-90
Project MAIA	Albuquerque	Advanced Energy Technology Research	2024	\$300,000,000	Yes	Ordinance O-24-45

Policy Spotlight: Industrial Revenue Bonds

Mesa Film Studios	Albuquerque	Film & TV studio campus	2024	\$186,000,000		Ordinance O-24-44
Pacific Fusion	Albuquerque	Commercialization of Fusion Energy Production	2025	\$776,000,000	Yes	Ordinance O-25-97
Sawmill Bellamah Properties	Albuquerque	Hotel, Residences, Mixed Use	2025	\$227,500,000	Yes	Ordinance O-25-87
SolAero Technologies	Albuquerque	Space-Grade Solar Cell Manufacturing	2025	\$72,600,000	Yes	Ordinance O-24-65
Geltmore Karsten Project	Albuquerque	Building renovation for lease to manufacturing	2025	\$5,600,000	Yes	Ordinance O-25-79
United Athletic Club	Albuquerque	Stadium	2025	\$30,000,000	Yes	Ordinance O-25-71
Dreamcatcher Journal Center Hotel	Albuquerque	Hotel	2026	\$25,008,118	Yes	Ordinance O-26-38
Resin Brothers	Belen	Industrial flooring	2017	\$40,000,000	Yes	2017-04
Sky Ranch Solar	Belen	Solar energy	2021	\$182,000,000	Yes	2021-12
Sky Ranch Energy Storage	Belen	Solar energy storage	2021	\$91,000,000	Yes	2021-13
Arcosa Wind Towers	Belen	Wind energy	2023	\$65,000,000	Yes	2023-05
Sky Ranch Energy Storage II	Belen	Solar energy storage	2024	\$131,000,000	Yes	2024-03
Starlight Energy Center	Belen	Solar energy	2025	\$290,000,000	Yes	2025-13
Pattern Energy/Tres Amigas	Clovis	Transmission line	2015	\$50,000,000		Ordinance 2056-2015 in minutes of November 5, 2015
Southwest Cheese	Clovis	Expansion	2017	\$160,000,000		Ordinance 2069-2016 in meeting minutes of June 16, 2016

Policy Spotlight: Industrial Revenue Bonds

Broadview Energy	Grady	Wind	2016	\$432,000,000		
Grady Wind Farm	Grady	Wind	2019	\$300,000,000		
RMS Foods	Hobbs	Food Manufacturing and Processing	2005	\$7,775,000	Yes	Ordinance 940
F&A Dairy Products	Las Cruces	Dairy product manufacturing	2008	\$19,500,000	Yes	
F&A Dairy Products	Las Cruces	Dairy product manufacturing	2016	\$5,000,000	Yes	Ordinance 2490
Meta	Los Lunas	Data center	2016	\$30,000,000,000	Yes	Ordinance 413
Accurate Machine & Tool	Los Lunas	Manufacturing	2019	\$15,000,000	Yes	Ordinance 437
Greater Kudu LLC	Los Lunas	Data center	2021	\$10,000,000,000	Yes	Ordinance 455
Greater Kudu LLC	Los Lunas	Data center expansion	2025	\$7,500,000,000	Yes	Ordinance 480
Night Train Energy Storage	Los Lunas	Battery storage	2025	\$600,000,000	Yes	Ordinance 482
Titan City Center	Rio Rancho	Government	2009	\$63,500,000	Yes	O16, 09-19
Innovation Partners	Rio Rancho	Advanced technology manufacturing	2013	\$3,000,000	Yes	O15, 13-16, Amend O10, 21-13
Safelite Solutions LLC	Rio Rancho	Customer communications center	2016	\$10,000,000	Yes	O35, 16-28
Safelite Solutions LLC	Rio Rancho	Customer communications center	2016	\$16,000,000	Yes	O30, 16-25
Nature's Toolbox	Rio Rancho	Biologic research development & production	2021	\$20,000,000	Yes	O1, 21-05

Policy Spotlight: Industrial Revenue Bonds

Atrisco Solar	Rio Rancho	Solar energy development	2022	\$430,000,000	Yes	O29, 22-30, Amend O17, 23-20
Atrisco Energy Storage	Rio Rancho	Energy storage	2022	\$420,000,000	Yes	O28, 22-29, Amend O16, 23-19
Quail Ranch Energy Storage	Rio Rancho	Energy storage	2024	\$140,000,000	Yes	O8, 24-08, Amend O9, 25-09
Quail Ranch Solar	Rio Rancho	Solar energy generation	2024	\$110,000,000	Yes	O9, 24-09, Amend O10, 25-10
Sunrise Energy Ventures New Mexico, LLC	Roswell	Solar Power Facility	2012	\$11,000,000	Yes	Ordinance 12-14
Leprino Foods Company Project	Roswell	Whet Wey Facility and Greezer Warehouse	2019	\$90,000,000	Yes	Ordinances 06-06, 1245, 19-04
Leprino Foods Company Project	Roswell	Facility Upgrades	2021	\$60,000,000	Yes	Ordinance 21-06
Admiral Beverage Corporation Project	Roswell	Facility Replacement	2022	\$9,000,000	Yes	Ordinance 22-05
El Castillo Retirement Residences	Santa Fe	Adult residential facility	2019	\$80,000,000		City Ordinance 2019-20

Source: LFC

Appendix B: Methodology

To estimate property tax revenue loss associated with IRBs, this report begins with property tax data from county assessors to estimate the market value of IRB properties. The analysis uses the lowest mill levy for each issuing entity between 2015 and 2025. To estimate GRT revenue loss associated with IRBs, this report estimates the impact by industry. For renewable energy project impacts, this report uses capacity-weighted average utility-scale construction cost estimates from the U.S. Energy Information Administration for 2022, utility scale operational expenditure estimates from the Lawrence Berkeley National Laboratory, and detailed expenditure classification data from the National Renewable Energy Laboratory. For manufacturing project impacts, this report uses Internal Revenue Service Statistics of Income data from 2022 and capital expenditure data from the Bureau of Economic Analysis. For other IRBs with issuance over \$100 million, this report uses publicly available estimates of total capital expenditures in New Mexico. For data center IRBs, this report uses estimates from the Virginia Joint Legislative Audit and Review Committee's analysis of data center expenditures and public information about capital expenditures. Depreciation schedules are applied by property type based on state statutes and federal tax codes. Lastly, this report uses tax rate data from the Taxation and Revenue Department for GRT rates by issuing entity and from the Department of Finance and Administration for property tax rates by issuing entity. For both, the lowest tax rate between 2015 and 2025 is applied.

Nota Bene: while most recent IRB ordinances provide for the use of NTTCs and property tax abatements, the extent and structure of those benefits vary by project and county. For example, some projects may continue paying property taxes while primarily utilizing NTTCs for gross receipts tax exemptions, while others receive partial or full property tax abatements. As a result, actual tax benefits may differ from estimated maximum amounts. More consistent project-level reporting and statewide tracking of exemptions claimed could improve understanding of the actual fiscal impacts of IRBs and the extent to which authorized benefits are ultimately utilized.