

TITLE 2 PUBLIC FINANCE
CHAPTER 61 STATE INDEBTEDNESS AND SECURITIES
PART 6 BOND PROJECT DISBURSEMENTS

2.61.6.1 ISSUING AGENCY: State Board of Finance, 181 Bataan Memorial Building, Santa Fe, NM 87501.

[2.61.6.1 NMAC - N, 02-28-02]

2.61.6.2 SCOPE: State agencies and higher education institutions with respect to draw down of bond proceeds from Severance Tax Bonds, Supplemental Severance Tax Bonds, or General Obligation Bonds.

[2.61.6.2 NMAC - N, 02-28-02]

2.61.6.3 STATUTORY AUTHORITY: Section 6-1-1 (E) NMSA 1978 provides for the state Board of Finance to have general supervision of the fiscal affairs of the state and securities belonging to or in custody of the state, and that the Board may make rules and regulations for carrying out these provisions.

[2.61.6.3 NMAC - N, 02-28-02]

2.61.6.4 DURATION: Permanent.

[2.61.6.4 NMAC - N, 02-28-02]

2.61.6.5 EFFECTIVE DATE: February 28, 2002, unless a later date is cited at the end of a section.

[2.61.6.5 NMAC - N, 02-28-02]

2.61.6.6 OBJECTIVE: This rule provides general guidance regarding the financial and legal requirements for draw down of bond proceeds.

[2.61.6.6 NMAC - N, 02-28-02]

2.61.6.7 DEFINITIONS:

A. “Agency” means any department, commission, council, board, committee, institution, legislative body, agency, government corporation, educational institution or official of the executive, legislative or judicial branch of the government of the State. It also includes the purchasing division of the general services department and the state purchasing agent, but does not include local public bodies.

B. “Board” means state Board of Finance.

C. “Draw Requests” means Agency request for bond proceeds on a form approved from time to time by Board staff.

[2.61.6.7 NMAC - N, 02-28-02]

2.61.6.8 INTERPRETION OF AUTHORIZING LANGUAGE

A. In accordance with New Mexico law, bond proceed expenditures shall not be made for purposes other than those specified in an appropriation. It is crucial to determine whether the purpose for a Draw Request falls within an appropriation’s permitted use. The following provides general direction and clarification in the interpretation of authorizing language:

(1) Straight-forward language- some appropriation language is relatively unambiguous, either because it is quite specific or quite general, and it should not be difficult to determine whether the Draw Request falls within the appropriation language. The following examples use both specific and general language:

(a) “to purchase a van” – the specificity would not permit the purchase of a bus or truck. Using the appropriation to prepay rent on a leased vehicle would not be permitted.

(b) “for a (jail, engineering study, specific type of equipment, etc.)” – “for a” permits the broadest interpretation of the items that could be covered. The words act as a substitute for a particular verb or verbs that might raise interpretive questions or otherwise limit the use of funds. For example, “for a jail” could include purchasing an existing building, purchasing real estate, the planning and designing, constructing, equipping, furnishing and all other things of capital nature incident to completing the jail.

(2) Standard appropriation language – appropriation language uses certain verbs routinely to anticipate how appropriations will be applied. In order for Agencies to be able to make draw requests with certainty based on frequently used verbs or combinations thereof, the following are the Board’s interpretations of frequently

used verbs in authorizing language:

- (a) acquire – obtain something already in existence; does not mean to construct, build or otherwise create the thing to be acquired.
- (b) build – construct a structure or space including fixtures and other built-ins, but not including furnishings or moveable equipment; may include the design and planning process but does not include acquisition of underlying land; used interchangeably with “construct”.
- (c) construct – see “build”.
- (d) design – planning process including feasibility studies, architectural drawings and plans, engineering, archaeological and environmental surveys or clearances, zoning, and all other steps incident to creating a plan for a final product.
- (e) develop – establish the process for future implementation of a project; similar to “design” however less tangible and more conceptual.
- (f) equip – supply tools, furnishing and other implements; used interchangeably with “furnish” (however the nouns “equipment” and “furniture” have different meanings, the former referring to mechanical, technological or recreational items, while the latter is generally limited to objects necessary to make a room comfortable).
- (g) expand – increase size or capacity.
- (h) furnish – see “equip”.
- (i) improve – enhance the quality or function of something; used interchangeably with “remodel”, “renovate” and “upgrade”.
- (j) information technology – includes hardware, software, wiring, cooling (where necessary) and related costs, but does not include remodeling, space dividers or other furniture.
- (k) install – bring into service, including necessary labor and parts directly related to the installation, but does not include the cost of the item actually being installed.
- (l) prepare – make ready for a future purpose, use or activity.
- (m) purchase – see “acquire”.
- (n) remodel – see “improve”.
- (o) renovate – see “improve”.
- (p) repair – return to usefulness.
- (q) replace – substitute with identical or similar item.
- (r) upgrade – see “improve”.

B. Special Meanings in Road/Street Context – Unless specifically limited by the legislature, “to improve a road” includes anything that will make the existing road better and is deemed appropriate in the discretion of the Agency responsible for the project, and could include acquisition of rights-of-way. However, the State Highway and Transportation Department has taken the position that “to construct a road” does not include planning, designing, right-of-way activities and acquisition, environmental documentation, environmental clearances, and other pre-construction project development tasks. Preliminary activities such as those would only be included if the legislature specified for “planning and designing.”

C. Training of government employees – if training is purchased from the vendor or other third party in connection with the acquisition of any permitted property, which training is necessary to the initial use of the property, the appropriation may be used for such training costs. However, no part of the appropriation shall be used to pay for the salaries or wages of government employees during training, or travel costs for government employees to attend training.

D. Litany – when multiple verbs are listed in the appropriation, assume that they are used deliberately and to the exclusion of those not listed. When “and” is used in a list, the appropriation must be applied to all the purposes listed, unless the appropriation act provides that when the amount appropriated is not enough to pay for all the purposes listed and joined by “and”, the funds may be expended on fewer than all of them. When “or” is used, the appropriation may be applied to any or all of the purposes listed.

E. Unusual or special appropriation language – if the appropriation language is not clear, the following interpretation guidelines may be helpful

(1) technical term – determine whether a technical term or term of art has an established meaning within a particular field, industry or context, such as the following examples:

- (a) “software” – look to computer dictionary, etc.;
- (b) accounting term – if the term is commonly thought of as an accounting term, apply generally accepted accounting principles (GAAP) and government accounting standards board (GASB);

(c) tax term – if the term is commonly thought of as a tax term, consult the Internal Revenue Code for meaning.

(2) Legislative intent – occasionally an Agency will submit a written request to the legislature or a known group will have lobbied for a particular appropriation. If so, consideration may be given to such information, but only where it is clear what the legislature is responding to in granting the appropriation.

(3) Uniform Statute and Rule Construction Act - this Act provides general guidelines for interpretation including among others:

(a) principles governing the computation of time, as well as miscellaneous specific definitions (though generally not applicable to public finance);

(b) give effect to known objective and purpose; give effect to entire text;

(c) general words following particulars are presumed to be restricted to the meaning of the particulars;

(d) legislature had in mind nothing other than that enumerated so do not expand the meaning of an unambiguous term or phrase;

(e) ordinary words are given ordinary meaning where no evidence of legislative intent exists to do otherwise.

F. Errors in appropriation language - if the entity, location or object erroneously referenced in the appropriation actually exists, then the funds cannot be applied otherwise, regardless of a suspected different legislative intent. If the entity, location or object erroneously referenced in the appropriation is non-existent, then the funds can be applied to the appropriate cause, if there is sufficient evidence that was the intended use.

G. Other considerations – the interpretations must make sense and not violate applicable law.

(1) Avoid unconstitutional results:

(a) anti-donation – the appropriation cannot be given to a non-governmental entity; the item to be purchased or constructed must be owned by a governmental entity;

(b) control of state – no appropriation shall be made for charitable, educational or other benevolent purposes to any person, corporation, association, institution or community, not under the absolute control of the state.

(c) balanced budget requirement – precludes appropriations for operating expenses (i.e. salaries) that should instead be incorporated into the state budget.

(2) Consider the appropriation in terms of the current context/situation of a project.

(3) Favor an interpretation that would make full use of the appropriation and avoid unachievable results.

(4) Assess the sufficiency of funds to support the interpretation (however, if an appropriation for a project is not sufficient to complete all the purposes specified, the appropriation may be expended for any portion of the purposes specified in the appropriation, if the appropriation act so states).

(5) Avoid interpretations that may jeopardize any tax-exempt bonds issued to finance the appropriation:

(a) capital expenditure – appropriations should be used for the acquisition, construction, or improvement of land or property of a character subject to the allowance for depreciation as permitted by the IRS;

(b) private use – if the item acquired or created will be used principally by one or a few private sector entities (including a non-profit organization) this should be brought to the attention of the Board, unless previously discussed;

(c) reimbursement and refinancing – if the funds are to be used to reimburse an expense paid prior to the issuance of the bonds, or to pay off a loan used to pay for such expense, this should be brought to the attention of the Board, unless previously discussed. Generally the look back period for reimbursement is 60 days prior to the date a bill is approved by the Governor (severance tax bonds) or approved by the voters (general obligation bonds).

H. Interpretive memoranda – in order to develop consistency in interpretations, the Board will document specific interpretive decisions that arise. The Interpretive memoranda will be provided to agencies making draw requests based on interpreting language, and may be relied on for future interpretations of the same or similar terms.

[2.61.6.8 NMAC - N, 02-28-02]

2.61.6.9 PAYMENT OF CAPITAL PROJECT EXPENSES, DRAW REQUEST PROCEDURES

A. The recipient of bond proceeds is the governmental entity that will carry-out the completion of the

project. In many cases, the Agency named to receive the appropriation will also be the entity responsible for the project. In other cases, the named Agency will be an intermediate agency that is expected to make a grant to a local government entity to carry out the completion of the project. Either an intermediate Agency may make a Draw Request to the Board on behalf of a local government entity as recipient, or an Agency itself as recipient may make the request directly to the Board.

- (1) Documentation to support Draw Requests from Agency:
 - (a) one Draw Request form for each project (1 original and 2 copies) per draw period, unless specified on the form that a draw has previously been made on the project during the same draw period;
 - (b) proof of payment - notarized certification from an authorized signatory that expenditures are valid or actual receipts.
 - (c) authorization agreement for wire transfer (if first-time payee by wire transfer);
 - (d) wire transfer information.
 - (2) Intermediate Agencies typically submitting Draw Requests to the Board on behalf of local entity recipients: Department of Environment, State Highway and Transportation Department, Office of Indian Affairs, Local Government, Education Department and State Agency on Aging:
 - (a) proof of payment - a notarized certification from an authorized signatory that expenditures are valid or actual receipts;
 - (b) authorization agreement for wire transfer (if first-time payee by wire transfer);
 - (c) wire transfer information.
- B. Frequency – Draw Requests will be processed on the 10th and 20th day of each month or the next business day if the 10th and/or 20th falls on a weekend or holiday (the “Draw Request Deadline”). Draw Requests submitted on or before the Draw Request Deadline will result in funds available 6 business days after the Draw Request Deadline.

C. The minimum Draw Request amount per project shall be \$1,500 unless it is the final Draw Request.
[2.61.6.9 NMAC - N, 02-28-02]

2.61.6.10 ART IN PUBLIC PLACES (AIPP) ACT

- A. A portion of appropriations for capital expenditures shall be set aside for the acquisition or commissioning of works of art to be used in, upon or around public buildings as determined as follows:
- (1) “Appropriations for capital expenditures” include appropriations from severance tax bonds, general obligation bonds, or supplemental severance tax bonds, both taxable and tax-exempt.
 - (2) Application of the AIPP Act is automatic and need not be directed in the individual appropriation acts, though the legislature may specifically declare that the AIPP Act shall not apply.
 - (3) “Public buildings” include buildings under the control and management of the Property Control Division of the General Services Department; Department of Game and Fish; the Energy, Minerals and Natural Resources Department; state Highway and Transportation Department; State Fair Commission; Supreme Court; Commissioner of Public Lands, Office of Cultural Affairs; governing boards of the state educational institutions and statutorily created post-secondary education institutions; Education Department; and the legislature.
 - (4) “Public buildings” also includes all other buildings constructed or renovated with funds appropriated by the legislature, such as local government projects and those owned by Indian Nations, tribes or pueblos funded by state bond proceeds.
 - (5) “Public buildings” does ***NOT*** include auxiliary buildings such as maintenance plants, correctional facilities, warehouses or temporary structures. If the amount set aside relates to construction or renovation to an excluded building (such as a maintenance plant, correctional facility, warehouse or temporary structure), the amount is accounted for separately and is to be used by the Office of Cultural Affairs to acquire art for existing public buildings.
 - (6) Under the AIPP Act, all Agencies shall set aside the lesser of \$200,000 or 1 percent of the amount appropriated for new construction or major renovation (exceeding \$100,000) to use for art in, upon or around the building being constructed or renovated.
- B. The Board’s role in administering the AIPP Act is as follows:
- (1) After each bond issue, the Board submits a list of approved projects to the Arts Division of the Office of Cultural Affairs, which administers the AIPP fund. The Arts Division determines which projects the AIPP Act applies to and advises the Board accordingly. Based on that determination, the Board sets aside the requisite amount from each applicable project in a separate AIPP pooled fund for each bond issue.

(2) When the Arts Division of Office of Cultural Affairs is ready to purchase or commission art, the office submits a Draw Request to the Board which then makes the disbursement out of the AIPP fund.

C. Frequency – Draw Requests will be processed on the 10th and 20th day of each month or the next business day if the 10th and/or 20th falls on a weekend or holiday (the “Draw Request Deadline”). Draw Requests submitted on or before the Draw Request Deadline will result in funds available 6 business days after the Draw Request Deadline.

[2.61.6.10 NMAC - N, 02-28-02]