TRANSPORTATION UNIFORM MITIGATION FEE HANDBOOK

CVAG

TUMF HANDBOOK

COACHELLA VALLEY ASSOCIATION OF GOVERNMENTS
TRANSPORTATION UNIFORM MITIGATION FEE (TUMF) HANDBOOK

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DEFINITIONS

For the purposes of this Handbook, the following words and phrases shall have the meanings respectively ascribed to them as follows:

Change of use	Any change in the use of an existing building that results in the increase of vehicular trips.
CVAG	Coachella Valley Association of Governments, the legal entity which will manage and administer the TUMF program in accordance with the laws of the State of California.
Development	Any activity which requires discretionary or ministerial action by the City resulting in the issuance of grading, building, plumbing, mechanical, or electrical permits, or certificates of occupancy issued by the City to construct, or change the use of, a building or property.
Nexus Study	The 2018 TUMF Nexus Study prepared and approved by CVAG and adopted by the governing body of the appropriate local jurisdiction, which supports the fee established by this Handbook, and includes all the underlying reports and documents referenced herein.
Regional Arterial System	The regional system of roads, streets, and highways as identified by CVAG in its Transportation Project Prioritization Study needed to accommodate growth in the Coachella Valley to the year 2040.
Trip generation rate	The number of average weekday trips generated by a particular land use, as published by the Institute of Transportation Engineers, 10th edition, or as revised.
TUMF	The Transportation Uniform Mitigation Fee established by the 2018 TUMF Nexus Study, and approved by CVAG's Executive Committee on April 30, 2018.

1.0 INTRODUCTION AND PURPOSE

In 1987, the California Legislature passed Assembly Bill 1600, also known as the Mitigation Fee Act (Government Code §66000 *et seq.*), outlining the legal requirements in which a development impact fee may be charged by a local governmental agency to an applicant related to the approval of a development project. Such fees are intended to pay for some or all of the costs of new public facilities required to support that project.

Two years later, in 1989, the TUMF was established as a one-time impact fee charged on all new development occurring within the Coachella Valley. Monies collected through the TUMF program are applied to transportation-related capital facilities and infrastructure required to serve new growth in the region and are intended to compliment revenue generated through Riverside County's Measure A sales tax. Measure A was originally approved by voters as a dedicated transportation project funding source in 1989 and then again in 2002, and will remain in effect until 2039 unless voters choose to extend it.

In the Coachella Valley, Measure A funds are disbursed by the Riverside County Transportation Commission to CVAG for use on highway and regional arterial projects, to municipalities for local streets and roads, and to Sunline Transit Agency for public transit. CVAG uses its portion of Measure A funding alongside revenues generated by the TUMF program for Regional Arterial System projects. Costs for these projects are shared with the member jurisdiction in whose municipality the project takes place. At the time of its adoption, the intention was for the TUMF to generate at least the equivalent of Measure A funding towards these projects, although, to date, TUMF revenue has provided less than its intended share of match.

The current TUMF baseline rates were adopted in 2018 upon the completion of a revised Nexus Study, Transportation Project Prioritization Study, Regional Arterial Cost Estimate, and Active Transportation Plan. Prior to their adoption, the fee had remained unchanged at $192/trip for over a decade. The Nexus Study originally proposed a revised fee of $751/trip; however, this fee was reduced to the current $245/trip after re-evaluating which Regional Arterial System projects would likely be built in the near-term. Regional Arterial System projects that factored into the Nexus Study are eligible for TUMF cost-share.

To develop the fee schedule, the cost per trip identified in the Nexus Study has been applied to the trip generation rate for assorted land uses as determined by the Institute of Transportation Engineers (ITE), an organization of transportation professionals that has exhaustively analyzed different land uses with respect to trip generation. ITE regularly updates and publishes the ITE Trip Generation Manual, the accepted industry standard with respect to trip generation data. CVAG has utilized the 10th Edition, published in 2017, for TUMF calculations. For ease of use, CVAG has condensed the various land uses assessed by ITE into general land use categories.

This TUMF Handbook is the guiding document that jurisdictions and developers use to determine the TUMF assessment on new development. Supporting documentation and fee estimation tools may be accessed at CVAG's TUMF website, located at https://cvag.org/tumf/.

1.1 TUMF Program Guidelines and Implementation

Participation in the TUMF program is required for local jurisdictions to receive their share of Measure A funding. In 2022, CVAG's Executive Committee adopted formal TUMF program requirements, largely reflecting existing practices already in place. These requirements include adherence to the fee schedule and calculation methods as outlined in this Handbook, timely remittance of TUMF collections and

associated permit information to CVAG, and participation in the Coachella Valley Multiple Species Habitat Conservation Plan (CVMSHCP), as administered by the Coachella Valley Conservation Commission.

The provisions of this TUMF Handbook shall apply only to new development yet to receive final discretionary approval and/or issuance of a building permit or other development rights, and to any reconstruction or new use of existing buildings that results in a change of use and generates additional vehicular trips. Where "development" applies to an enlargement of an existing building, or a change of use of an existing building that results in increased vehicle trips, the increase shall be measured as the additional weekday trips in excess of those associated with the existing use. No tract map, parcel map, conditional use permit, land use permit, or other entitlement shall be approved unless payment of the mitigation fee is a condition of approval for any such entitlement. Nor shall any building or similar permit, certificate of occupancy, or business license reflecting a change of use be issued unless the applicant has paid the mitigation fee.

Mitigation fees shall be imposed and collected by the applicable jurisdiction at building permit issuance and shall be transmitted to CVAG by the 20th day of the month following the month in which the fees were collected. Transmitted funds shall be placed in the Coachella Valley Transportation Mitigation Trust Fund. All interest or other earnings of the Fund shall be credited to the Fund.

TUMF rates may be adjusted via an annual inflation factor. The inflation factor shall be the same one utilized by the CVMSHCP's Local Development Mitigation Fee, based on the Riverside-San Bernardino-Ontario Consumer Price Index for All Urban Consumers (CPI-U), All Items and calculated as the over-the-year percent change measured as of December in the calendar year which ends in the previous fiscal year. The inflation factor will be reviewed annually by the Executive Committee, which will determine whether or not to apply the inflation factor.

This handbook establishes the TUMF that shall apply to all land uses listed. It is possible that certain developments may not be listed in the land use categories defined in the fee schedule. In cases where such ambiguity exists, an authorized representative from CVAG will make a determination as to the applicable fee. An applicant who disputes any fee may file a written notice of appeal

For a TUMF appeal, the applicant must first pay the assessed fee and then file an appeal letter with CVAG within 90 days. There is an administrative fee of $500 that must be submitted with the appeal. The applicant shall submit to CVAG a letter stating the reason for the appeal, and including a copy of the municipal receipt for the contested fee payment and a check for $500 made out to CVAG. After CVAG receives the appeal letter, a hearing will be scheduled at a meeting of the Transportation Committee. CVAG will notify the applicant of the time and date of the hearing. The Transportation Committee will make a recommendation on granting or denying the appeal, which will then go to the CVAG Executive Committee for final action. The Executive Committee shall hear the appeal within 90 days from original receipt of the appeal letter at CVAG, or soon thereafter, and make a decision. The decision of the Executive Committee is final. If the decision is in the applicant's favor, the $500 fee will be refunded.

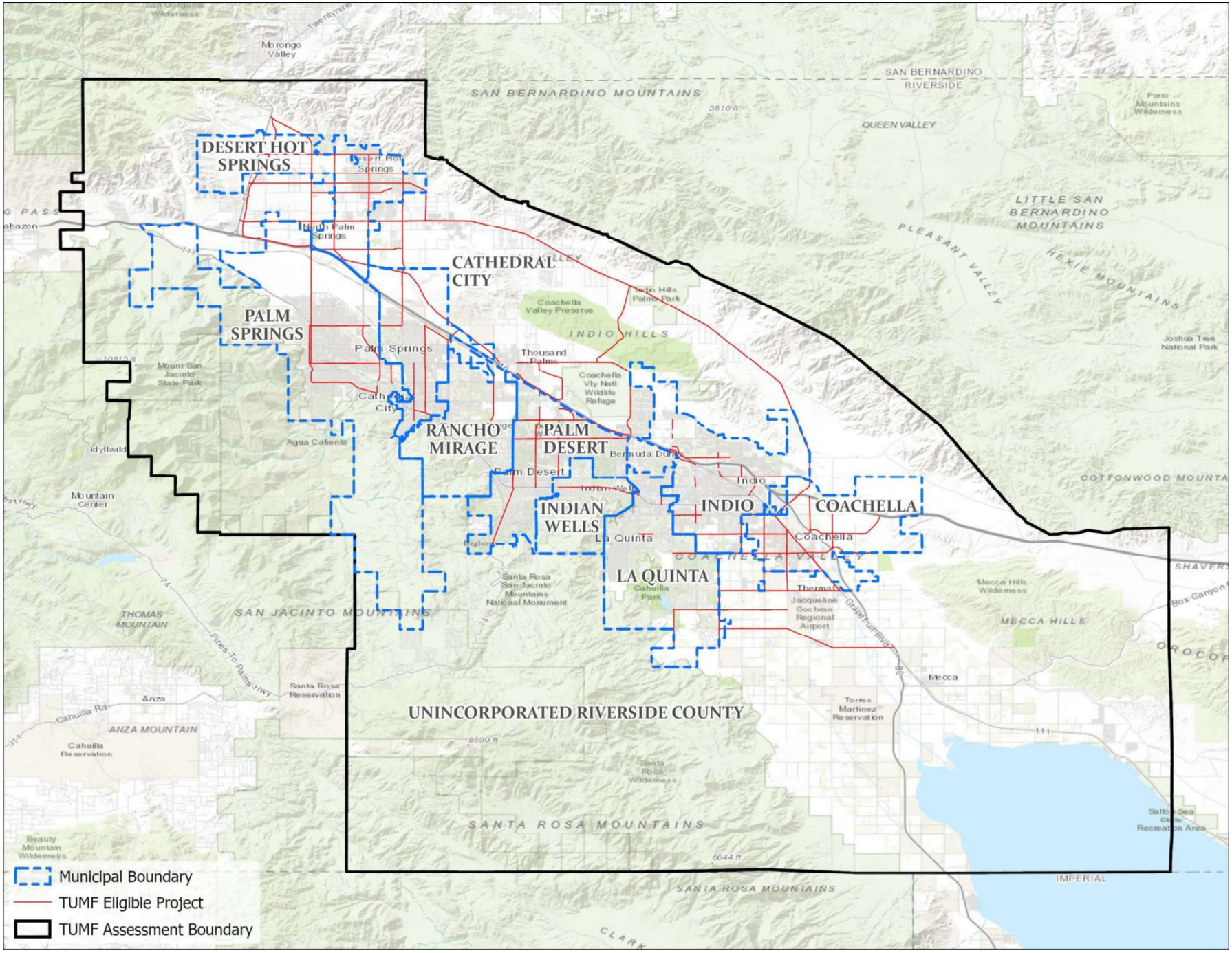

Figure 1: CVAG TUMF assessment area, as approved by the General Assembly on June 27, 2005.

2.0 STANDARD FEE CALCULATIONS

A standard methodology will be applied for calculating all TUMF obligations based on the rates for defined land use categories (Table 1). Fees associated with new residential development are to be calculated based on the prescribed TUMF rate and the total number of dwelling units associated with a new development. Similarly, fees for all new non-residential developments are to be calculated based on the prescribed TUMF rate and the gross floor area, or as otherwise indicated.

Table 1: Standard TUMF rates per land use category.

TUMF Category	***Assessment Unit***	***Fee per Unit[1]***
Residential		
Single family detached	Dwelling unit	$2,900
Multi-family attached	Dwelling unit	$1,670
Nursing/congregate care	Dwelling unit	$615
Non-residential		
Industrial	1,000 sq. ft.	$1,520
Office	1,000 sq. ft.	$2,995
Retail[2]	1,000 sq. ft.	$7,535
Fuel – gas	Dispensing unit	$10,800
Fuel – electric	Dispensing unit	$110
Golf course	Acre	$1,155
Hotel	Room	$4,400

[1]Derived by multiplying the ITE trip rate by fee/trip of $245/trip, and includes any inflationary adjustments authorized pursuant to Section 1.1 above.
[2]Retail TUMF is reduced by 35% percent to account for linked and pass-through trips.

2.1 Standard Residential Fee Calculations

For calculating the TUMF obligation for residential development, dwelling units are defined as a building or portion thereof which is designed primarily for residential occupancy. Dwelling units may include, but are not limited to, detached houses, apartment homes, condominiums, and mobile homes. Dwelling units do not include hotel and motel rooms.

Residential TUMF obligations are calculated by multiplying the net increase in the total number of dwelling units associated with a new development by the appropriate residential land use category fee rate. Residential land use categories include single-family detached, multi-family attached, mobile home parks, and nursing/congregate care, as defined in Section 3.0.

2.2 Standard Non-Residential Fee Calculations

For calculating the TUMF obligation for non-residential development, such development is defined as retail, commercial, and industrial development which is designed primarily for use as a business and is not intended for residential occupancy or dwelling use. The applicable non-residential land use category for a non-residential development is determined based on the predominate use of the building or structure associated with the new development and may be related to the underlying land use zoning of the new development site, as prescribed in Section 4.0.

The TUMF non-residential land use categories were defined with reference to the socioeconomic data

obtained from the Southern California Association of Governments (SCAG) and used as the basis for the Nexus Study analysis. The SCAG employment data is provided for employment sectors consistent with the California Employment Development Department (EDD) Major Groups. Table 2 details the EDD Major Groups and corresponding Standard Industrial Classification (SIC) categories that are included in each CVAG non-residential sector type. This table should be used as a guide to determine the applicable non-residential TUMF land use category based on the predominate use of the buildings associated with the new development.

Non-residential TUMF obligations are calculated by multiplying the net increase in the gross floor area of the buildings or structures associated with a new development by the appropriate non-residential land use category (or as otherwise indicated). The gross floor area of non-residential developments is defined as the sum, measured in square feet, of the area at each floor level, including cellars, basements, mezzanines, penthouses, corridors, lobbies, stores, and offices, that are included within the principal outside faces of the exterior wall of the building or structure, not including architectural setbacks or projections. Included are all stories or areas that have floor surfaces with clear standing head room (at least 6 feet, 6 inches) regardless of their use.

Un-enclosed un-roofed spaces and un-enclosed roofed spaces that are integral to the performance of the principal business of the site will be added to the overall square footage of any buildings or structures associated with a new development for the purpose of fee calculation. Where a ground level area, or part thereof, within the principal outside faces of the exterior walls of the building or structure is left un-roofed, the gross floor area of the un-roofed portion will be added to the overall square footage of the building for the non-residential fee calculation unless the unroofed area is solely provided for architectural or aesthetic purposes.

2.2.1 "Mid-Stream" Shopping Centers Assessed TUMF prior to 6/25/2018

There is a special procedure for Shopping Center developments which started after the 2012 Handbook was implemented but did not reach the three building and 10,000 square foot minimum requirements to be assessed a "shopping center" rate. While CVAG staff believes that only two such developments meet the criteria as of June 25, 2018, developments within approved shopping centers, as defined by the 2012 Handbook, that have paid TUMF at the Convenience Market, Fast Food, or other retail rates after the 2012 Handbook was implemented shall be entitled to a refund of a portion of the TUMF paid based on the difference between the amount paid and TUMF calculated in the Service/Retail rate in the 2012 Handbook. To qualify for a refund under this section, CVAG Staff must receive confirmation (entitlement, resolution, specific plan, etc.) from a jurisdiction that a development that falls under this situation is a bona-fide shopping center. Refunds will only be provided to the person or entity who paid the TUMF for which a refund is requested or their authorized representative. Persons or entities requesting a refund shall provide written evidence acceptable to CVAG that they are authorized to seek a refund with respect to such development.

Table 2: TUMF land use categories and SIC code alignment.

TUMF Category	SIC Code and Description		
INDUSTRIAL	Agriculture	01	Agricultural - crops
		02	Agricultural - livestock
		07	Agricultural services
		08	Forestry
		09	Fishing, hunting and trapping
	Mining	10	Metal mining
		12	Coal Mining
		13	Oil and gas extraction
		14	Non-metallic minerals, except fuels
	Construction	15	General building contractors
		16	Heavy construction contracting
		17	Special trade contractors
	Manufacturing	20	Food and kindred products
		21	Tobacco manufacturers
		22	Textile mill products
		23	Apparel and other textile products
		24	Lumber and wood products
		25	Furniture and fixtures
		26	Paper and allied products
		27	Printing and publishing
		28	Chemicals and allied products
		29	Petroleum and coal products
		30	Rubber and miscellaneous plastics products
		31	Leather and leather products
		32	Stone, clay, glass and concrete products
		33	Primary metal industries
		34	Fabricated metal products
		35	Industrial machinery and equipment
		36	Electrical and electronic equipment
		37	Transportation equipment
		38	Instruments and related products
		39	Miscellaneous manufacturing industries
	Transportation and Utilities	40	Railroads
		41	Local and interurban passenger transit
		42	Motor freight transportation and warehousing
		43	US Postal Service
		44	Water Transportation
		45	Transportation by air
		46	Pipelines except natural gas
		47	Transportation services
		48	Communications
		49	Electric, gas and sanitary services

TUMF Category	SIC Code and Description		
INDUSTRIAL (cont.)	Wholesale	50	Wholesale trade - durable goods
		51	Wholesale trade - nondurable goods
RETAIL	Retail	52	Building materials, hardware and garden supply
		53	General merchandise stores
		54	Food stores
		55	Automotive dealers and gasoline service stations
		56	Apparel and accessory stores
		57	Furniture, home furnishings and equipment stores
		58	Eating and drinking places
		59	Miscellaneous retail
	Services	78	Motion pictures
		79	Amusement and recreational services
HOTELS	Services	70	Hotels, rooming houses, camps and lodging places
OFFICE	Finance, Insurance, and Real Estate	60	Depository institutions
		61	Non-depository credit institutions
		62	Security, commodity brokers and services
		63	Insurance carriers
		64	Insurance agents, brokers and services
		65	Real estate
		67	Holding and other investment offices
	Services	72	Personal services
		73	Business services
		75	Automotive repair, services and parking
		80	Health services
		81	Legal services
		82	Educational services
		83	Social services
		84	Museums, art galleries, botanical and zoological garden
		86	Membership organization
		87	Engineering and management services
		88	Private households
		89	Miscellaneous services
	Public Administration	91	Executive, legislative and general government
		92	Justice, public sector and safety
		93	Finance, taxation, and monetary policy
		94	Administration of human resources
		95	Environmental quality and housing
		96	Administration of economic programs
		97	National security and international affairs

3.0 DETAILED METHODOLOGY FOR RESIDENTIAL DEFINED USES

The following section defines each of the residential land use categories and the trip generation rates for calculating the TUMF for each. It should be noted that any additions and/or improvements to an existing dwelling unit will not be subject to implementation of the TUMF unless the addition/improvement creates an additional dwelling unit.

3.1 Single-Family Detached

A single-family detached dwelling unit is a home on an individual lot, including subdivisions with public streets, or dwelling units within planned unit development. This also includes mobile homes not in a mobile home park. The TUMF obligation for this category and for mobile homes to be located on individually owned lots will be considered single-family dwelling units and will be calculated using the ITE Manual Trip Generation rate of 9.44 on a per dwelling unit basis.

3.2 Multi-Family Attached and Mobile Home Parks

Multiple-family dwelling units may include, but are not limited to, high-rise and low-rise apartments, high-rise and low-rise condominiums, and mobile home parks. The TUMF obligation for this category will be calculated using the ITE Manual Trip Generation rate of 5.44 on a per dwelling unit basis.

A mobile home park is a planned development designed to accommodate mobile homes or recreational vehicles on individual pad sites, for lease or rent. The TUMF will be required to be paid in full by the mobile home park developer at the time of building permit, with the TUMF obligation at the multi-family rate of 5.44.

3.3 Nursing/Congregate Care

Nursing and congregate care uses will be considered residential service use types and may include, but are not limited to, nursing homes, group homes, correctional facilities, mental hospitals, college dormitories, military barracks, missions, and shelters. Facilities typically provide a group of rooms with shared living quarters for unrelated persons. Occupants live and eat together with other persons in the building, sharing, at a minimum, communal kitchen, dining, and living facilities. The TUMF obligation for this category will be calculated using the ITE Manual Trip Generation rate of 2.02 on a per dwelling unit basis.

3.4 Transit-Oriented Development

A Transit Oriented Development (TOD) is a development project a) consisting of residential use or mixed use where not less than 50 percent of the floorspace is for residential use, b) located within ½ mile of a transit station and with direct walking access to the station, c) located within ½ mile of convenience retail uses including a store that sells food, and d) has a maximum number of parking spaces as required by state statute or local ordinance. Consistent with California Government Code 66005.1, a reduction in any transportation related fee for residential developments must be provided. For calculating the TUMF obligation, a 15% factor reflecting the reduction in automobile trip generation associated with residential

TOD will be applied to the standard residential TUMF obligation, based on a California study[1]. The discount will only be given to residential development projects that pay TUMF.

Documentation will be submitted with the development application as the basis for determining the eligibility of the residential land use as a TOD and will include a validation of a transit hub (California Government Code 65460.1) by Sunline Transit Agency. Documentation will include a site plan indicating that at least 50% of the floorspace of the development is dedicated to residential use and the required number of parking spaces associated with the subject development. Documentation will also include a map showing the location of the subject development circled with a ½ mile radius, as well as the location of a transit station(s), the location of diverse uses and direct walking routes of ½ mile or less between the subject development, and the listed uses to justify that the development satisfies the characteristics of TOD.

3.5 Low Income Housing

Low Income Housing is EXEMPT from paying TUMF obligations.

Low and lower-income residential housing includes single-family homes, apartments, and mobile homes built for those whose income is no more than 80% of the median income in the San Bernardino-Riverside Standard Metropolitan Statistical Area and as determined and approved by the applicable legislative body or its designee. Exemptions granted for Low Income housing must be reported in the jurisdiction's monthly TUMF report.

For rental housing, the units shall be made available, rented and restricted to low-income households (as defined in Health and Safety Code Section 50079.5 and Section 50053) at an affordable rent for a period of at least fifty-five (55) years after the issuance of a certificate of occupancy for new residential development. A restricted covenant shall be recorded with the County and shall run with the land for the term of fifty-five (55) years to qualify for the exemption.

For "for-sale" housing units, the units shall be sold to persons or families of low income (as defined in Health and Safety Code Section 50093) at a purchase price that will not cause the purchaser's monthly housing cost to exceed affordable housing cost (as defined in Health and Safety Code Section 50052.5). Affordable units that are "for-sale" housing units shall be restricted to ownership by persons and families of low income for at least forty-five (45) years after the issuance of a certificate of occupancy for the new residential development. A restricted covenant shall be recorded with the County and shall run with the land for the term of forty-five (45) years to qualify for the exemption.

[1] National Academies of Sciences, Engineering, and Medicine. 2008. *Effects of TOD on Housing, Parking, and Travel*. Washington, DC: The National Academies Press. https://doi.org/10.17226/14179.

4.0 DETAILED METHODOLOGY FOR NON-RESIDENTIAL LAND USES

The following section defines each of the non-residential land use categories and the trip generation rates for calculating the TUMF for each. Additions of less than 1,000 square-feet to non-residential development will not be subject to imposition of the TUMF.

4.1 Industrial

Industrial land-uses include all light manufacturing, industrial parks, warehousing, mini-warehousing, greenhouses, and utilities. For greenhouses, the square footage of the facility dedicated to growing crops will not be subject to the TUMF obligation. The TUMF obligation for this category will be calculated using the ITE Manual Trip Generation rate of 4.96 on a per 1,000 square-foot basis.

4.2 Office

The office building category includes all office-related uses. This category includes, but is not limited to, general office buildings, corporate headquarters, public facilities, medical office buildings, research centers, office parks, business parks, insurance offices, trade schools, and other training centers. The TUMF obligation for this category will be calculated using the ITE Manual Trip Generation rate of 9.74 on a per 1,000 square-foot basis.

4.3 Retail

The retail category includes all sales tax producing retail related uses. This category includes, but is not limited to, retail, general merchandise, specialty retail centers, discount stores, hardware/paint stores, beauty salons, supermarkets, wholesale markets, apparel stores, furniture stores, and automotive parts/supply stores. The cost per trip of $245 established in the TUMF Nexus Study is reduced by 35% to $159.25 for Retail land uses to account for linked and pass-through trips. The TUMF obligation for this category will be calculated using the ITE Manual Trip Generation rate of 37.75 on a per 1,000 square-foot basis. The rate of 37.75 represents an average for all Retail land-use categories.

4.3.1 Fuel Dispensers (Gasoline)

For calculating the TUMF obligation, all types of fuel filling stations or facilities with fuel filling positions will be considered retail use types. The methodology described below will be applied to determine the appropriate land use category with which to calculate the TUMF obligation for all types of gasoline fuel filling stations or facilities with fuel filling positions. The total number of fuel dispensers is equal to the maximum number of vehicles that could be supplied with fuel at the same time.

For the following example, assume a fuel filling station with 12 fuel filling positions and a building area of 3,000 square-feet. ITE data has derived the equivalent area of a fuel filling position as 1,403.8 square-feet.

1. Multiply the total number of fuel filling positions by 1,403.8 square-feet:

   *12 filling stations * 1,403.8 square-feet/filling station = 16,846 square-feet*

2. Determine the total floor area of buildings on the site, noting that the canopy area is *not* included as part of the gross floor area of the buildings on the site.

   Building area = 3,000 square-feet

3. Compare the results for steps 1 and 2 and ***use the greater*** of the two values to determine which land use category rate to utilize in calculating the TUMF obligation.

   16,846 square-feet > 3,000 square-feet

   The TUMF obligation is calculated using the rate for the Fuel – gas category.

4.3.2 Electric Vehicle Supply Equipment Charging Stations

For calculating the TUMF obligation, stand-alone businesses with the primary purpose of providing publicly accessible Electric Vehicle Supply Equipment (EVSE) are designated as EVSE charging stations and will be considered retail use types. The methodology described below will be applied to determine the gross floor area for calculating the TUMF obligation for all types of EVSE charging stations.

Multiply the total number of EVSE charging units by 14.9 SF. The 14.9 SF number was derived from national data for Electric Vehicle Supply stations (The EV Project). The total number of EVSE charging units is equal to the maximum number of vehicles that could be connected for charging at the same time.

EVSE located within a residential or non-residential use type, where the residential or non-residential use is the primary use of the site, and the EVSE is for the sole and exclusive use of residents, employees and/or customers of the same premises, are ancillary to the primary residential or non-residential use of the site. There is no additional TUMF obligation for EVSE located within a residential or non-residential use type for the sole and exclusive use of residents, employees and/or customers of the same premises.

4.4 Golf Courses

For calculating the TUMF obligation, all public and private golf courses are considered to be their own land use type. The methodology will be applied to determine the acreage area and other buildings (i.e., clubhouse, pro shop, restaurants, office) for calculating the fee obligation for all public and private golf courses. The TUMF obligation for this category will be calculated using the ITE Manual Trip Generation rate of 3.74 on a per acre basis for the golf course, and the applicable ITE Manual Trip Generation rate for additional land uses incorporated into the development, similar to Section 4.6 for multiple land uses on the same development.

4.5 Hotel

A hotel is a place of lodging that provides sleeping accommodations and supporting facilities such as restaurants, cocktail lounges, meeting and banquet rooms or convention facilities, limited recreational facilities and/or other retail and service shops. For the sake of calculating the TUMF, all of the ancillary uses are considered as one use under the Hotel category. The Hotel land-use category includes all hotels

and motels, including all-suite and resort hotels. The TUMF obligation for this category will be calculated using the ITE Manual Trip Generation rate of 14.34 on a per room basis.

4.6 Multiple Land Uses on Same Development

For determining the TUMF obligation, developments with multiple land uses on the same project are split into separate categories (retail, industrial, office). TUMF obligation for these projects will be calculated based on the separate gross floor areas of all uses associated with the project, calculated at their respective rates. For example, an automobile dealership TUMF obligations would be calculated based upon vehicle sales floor area (retail), auto service bay areas (industrial) and administrative offices (office). The TUMF will be paid at their respective rates.

5.0 Exemptions

Low Income Housing is EXEMPT from paying TUMF obligations.