STATE OF CALIFORNIA
COBCP - Narrative
DF-151 (REV 07/21)

Fiscal Year	Business Unit	Department	Priority No.
2026-27	3790	Parks and Recreation	

Budget Request Name	Capital Outlay Program ID	Capital Outlay Project ID
3790-030-COBCP-2026-GB	2860	0004006

Project Title
California Indian Heritage Center

Project Status and Type
Status: ☐ New ☒ Continuing Type: ☒Major ☐ Minor

Project Category *(Select one)*

☐CRI *(Critical Infrastructure)*	☐WSD *(Workload Space Deficiencies)*	☐ECP *(Enrollment Caseload Population)*	☐SM *(Seismic)*
☐FLS *(Fire Life Safety)*	☐FM *(Facility Modernization)*	☒PAR *(Public Access Recreation)*	☐RC *(Resource Conservation)*

Total Request (in thousands)	Phase(s) to be Funded	Total Project Cost (in thousands)
$ 2,100	Construction	$ 200,000

Budget Request Summary

The Department of Parks and Recreation (Department) requests transfer of $2,100,000 in fiscal year 2026-27 from the General Fund to the Natural Resources and Parks Preservation Fund (NRPPF) for the construction phase of the California Indian Heritage Center (CIHC) project in Yolo County.

The Department is in the process of bidding the first construction phase of the Immediate Public Use (IPU) project. This request does not reflect a net increase to the state's share of the $200 million total; instead; it provides funding in the NRPPF to augment the project now, shifting $2.1 million from a later phase of construction to provide additional enhancements in the IPU portion of construction.

Requires Legislation	Code Section(s) to be Added/Amended/Repealed	CCCI
☐ Yes ☒ No		

Requires Provisional Language	Budget Package Status
☐ Yes ☒ No	☐ Needed ☒ Not Needed ☐ Existing

Impact on Support Budget

One-Time Costs	☒ Yes	☐ No	Swing Space Needed	☐ Yes	☒ No
Future Savings	☐ Yes	☒ No	Generate Surplus Property	☐ Yes	☒ No
Future Costs	☒ Yes	☐ No			

If proposal affects another department, does other department concur with proposal? ☐ Yes ☒ No
Attach comments of affected department, signed and dated by the department director or designee.

Prepared By	Date	Reviewed By	Date
Sherri Stock	1/7/2026	Matthew Livera	1/9/2026
Department Director	**Date**	**Agency Secretary**	**Date**

Department of Finance Use Only

Principal Program Budget Analyst	Date submitted to the Legislature
Michael McGinness	**1/9/2026**

A. COBCP Abstract:

California Indian Heritage Center (CIHC) project – $2,100,000 for Construction. The project may include up to approximately 120,000 square feet (sq ft) of indoor program space, outdoor public spaces, interpretive and educational trails, demonstration areas, and other appurtenant facilities. Total project costs are estimated at $200,000,000, including Preliminary Plans ($8,190,000), Working Drawings ($6,000,000), and Construction ($185,810,000). The construction amount includes $5,100,000 for immediate public use improvements in advance of the first phase of the park buildout for the construction contract and $157,678,000 for Construction, $8,089,000 for contingency, $2,465,000 for architectural and engineering services, $11,942,000 for agency retained items, and $536,000 for other project costs. The current project schedule is split between the IPU and full-build out of the project. Preliminary Plans began in June 2019. Preliminary Plans specific to the IPU project were completed June 2025. Working Drawings for the IPU project began in July 2025 and were approved in December 2025. Construction for the IPU project is scheduled to begin in January 2026 and will be completed in October 2026. Preliminary Plans for the full build-out will be approved October 2026. Working Drawings for the full build-out are scheduled to begin November 2026 with completion estimated for July 2029. The second phase of construction could begin as early as December 2029 and be completed June 2032.

This project will address the problems associated with operating the State Indian Museum in a facility constructed in 1940 on the grounds of Sutter's Fort State Historic Park. The California Indian Cultural Center and Task Force formed pursuant to Chapter 290, Statutes of 2002 (Senate Bill 2063), selected a site at the confluence of the Sacramento and American Rivers in West Sacramento for the CIHC. The requested appropriation will allow the Department to fully develop the site, which will include up to approximately 120,000 sq ft of building space, equipment and furnishings, outdoor plazas, and venues, along with interpretive/educational trail-connections to the Sacramento River. This project will draw visitors from across California, the nation, and the world to this center of statewide significance for cultural preservation, learning and exchange, land stewardship based on native values, and a place to engage all visitors in celebrating the Living Cultures of California Tribes.

B. Purpose of the Project:

The concept for a museum for California Tribes originated in 1927 with a loan to the state from Benjamin Hathaway of nearly 40,000 objects (the collection). A temporary facility to store, exhibit, and educate the public about these collections was realized in 1940 with the construction of a 4,300-sqft building at Sutter's Fort State Historic Park, funded by the Native Daughters of the Golden West. In 1950, the state purchased the collection, hired its first professional staff, and developed new exhibits.

A greater sensitivity to, and involvement with, California tribal communities in the operation of the State Indian Museum occurred in the 1970s. The State Indian Museum project started in 1976 with the appointment of a Native American Advisory Council (NAAC), responsible for evaluating facility needs and identifying alternative sites for a new museum location. The addition of ethnographic materials and art produced under the Works Project Administration in the 1930s as well as by contemporary California Native artists to the substantial collection of California tribal objects increased pressure for storage and exhibit space.

Another push to address the deteriorating conditions of the State Indian Museum and its collections occurred in 1990. A statewide effort gathered public input through meetings and questionnaires. The resulting California Indian Museum Consultant Report (1991) addressed the state park museum system, governance, communication, and programmatic links to establish a new statewide California Indian Museum and vision for a museum network through a collaboration between the state and California Tribes.

In 2002, Senate Bill 2063 (Brulte) appropriated $5,000,000 to establish the CIHC and Task Force for the purpose of advising and making recommendations for the development of the new museum, including its location, content, and governance structure. Key advisors and Task Force members held deliberative and sensitive discussions to move the project forward. By 2003, the Task Force adopted the name CIHC. After assessing several alternatives, the Department, Task Force, and community

representatives selected the West Sacramento site at the confluence of the Sacramento and American Rivers. Funding from Senate Bill 2063 allowed completion of the following project documents: 1) The Developing Vision—an Interim Planning and Interpretive Programming Report; 2) Concept Master Plan—Interim Site and Facility Master planning and Programming Report; 3) Business Plan and Final Report; and 4) Final Visioning Document, General Plan, and Environmental Impact Report (adopted by the California State Park and Recreation Commission, the CIHC Foundation, and the City of West Sacramento City Council).

This project constitutes a decades-long collaboration among the Department, California tribal communities, and interested philanthropic entities. It fulfills long-standing promises and demonstrates the state's commitment to and responsibility for partnering-with California tribal communities throughout the state to communicate their history and work together to preserve California tribal cultural heritage.

The CIHC site selected in West Sacramento has significance, not only because of the setting at the confluence of the Sacramento and American Rivers, but because it is also at the center of the thriving urban State Capitol region. This project will draw visitors from across California, the nation, and the world to this center of statewide significance for cultural preservation, learning and exchange, land stewardship based on Native American values, and a place to engage all visitors in celebrating the *Living Cultures* of California Tribes.

The scope of the project is purposely conceptual and broad at this stage and based largely on the Concept Masterplan developed by the Task Force in 2008. The requested appropriation will allow the Department to conduct extensive collaborative outreach efforts to engage tribal entities and other stakeholders across the state to refine the scope and develop a CIHC that truly reflects statewide priorities and goals. The project will conceptually include up to about 120,000 sf. of building space, which could accommodate a wide range of programmatic spaces. These may include but are not limited to an entry/orientation center, library, displays and interpretive exhibits, equipment and furnishings, collection storage, space for public art, and community forums, as well as outdoor plazas, exhibition and educational facilities, outdoor venues, and interpretive/educational trail-connections to the Sacramento River.

C. Relationship to the Strategic Plan:

The mission of the Department is to provide for the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation.

This project furthers the California State Parks Strategic Action Plan 2013-14 of the Department's mission by contributing to the following goals:

- *Connect people to California's state parks system*
  This project will ultimately replace the existing State Indian Museum and develop the CIHC. This will allow the Department to improve its connection with California's rich cultural heritage by providing indoor and outdoor facilities with appropriate programmatic spaces in a culturally significant setting.

- *Build the foundation for a sustainable future*
  This project will be constructed using sustainable materials and culturally appropriate traditional designs. Further, the project provides an opportunity for the Department to collaborate with California tribal Traditional Ecological Knowledge practitioners in developing sustainable land stewardship and habitat resiliency for the site.

D. Alternatives:

The following alternative solutions were considered to address the identified deficiencies:

Alternative 1: CIHC Full IPU Development (this proposal). This project will be implemented in phases, beginning with Phase 1 development of key facilities on the dry side of the levee (8-acre parcel). The second phase will complete the remaining improvements along the dry side of the levee and adjacent 43-acre parcel on the river side of the levee.

Because the project spans two parcels that are separated by a levee system that is scheduled to be updated and repaired by the U.S. Army Corps of Engineers between 2029 and 2030, construction near the levee on the dry side and on the 43-acre river-side parcel will not be able to commence until the flood control improvements are completed and all necessary permits are secured. If the project is to be completed as a single project, the start of construction would likely need to be delayed until 2030 or later. This alternative phased approach would enable construction of the Phase 1 improvements to be completed more quickly, as the initial phase involves minimal permitting requirements and is not impacted by the Army Corps' levee project.

While this alternative accelerates the delivery of the dry-side improvements, it also results in multiple construction phases, which may lead to lost efficiencies and higher overall costs, potentially offset, to some degree, by reduced escalation costs associated with completing some work earlier than otherwise possible.

Alternative 2: Deny Additional IPU Funding. The Department would either limit the improvements included in IPU construction or could use the existing balance in the NRPPF to fund the improvements through a Public Works Board Augmentation. As all funds in the NRPPF are dedicated to future phases of continuing projects, an augmentation without the transfer in Alternative 1 would result in reductions to the budgets of other continuing projects. If the Department does not pursue the more significant enhancements in the IPU, it would mean the Department is making a less significant commitment to meeting the objectives identified and adopted in the Visioning Document and General Plan. This approach would limit the commitment the Department has made to develop a new statewide center located in a proper place to give a statewide perspective on California's diverse cultural legacy for telling the story of tribal peoples in a first voice.

E. Recommended Solution:

1. Which alternative and why?

   The recommended solution is Alternative 1: CIHC Full IPU Development. This alternative will allow the Department to commit to a higher standard in constructing the initial public use improvements. This will result in the CIHC site being better suited to beginning to host events in advance of the full buildout of the project.

2. Detailed scope description.

   This project includes development on the west landside of the levee and significant development on the riverside of the levee. The improvements designed on the western side are planned as the primary arrival and departure nodes to the CIHC. They will serve as signature pieces of architecture and provide a gateway and transition to the riverside of the levee where the visitor center, habitat restoration, reintroduction of native plants, walking trails, and water features will be developed. Use will include components presently at the State Indian Museum, including exhibit galleries and theater/multipurpose space, offices and volunteer areas, and other amenities. Outdoor space will be established for public use and gatherings along with a public transit stop. Streetscape planting, native gardens, a public plaza, a water feature, and public art will be developed to associate the new Center with the Community and riverfront.

   Community activities such as a California Native American art festival, farmers market or other gatherings are envisioned in the outdoor spaces. These activities will be designed as the "front door" to the adjoining 43-acre riverfront.

   This project relies on a campaign to generate $100,000,000 of the $200,000,000 total project cost. The state's share of the project costs ($100,000,000) will be used for site planning and infrastructure development as described below.

The scope of work may include:

- Approximately 120,000 sq ft of building space
- Interpretive/educational trails
- Pond and wetland enhancements
- Demonstration areas and shade structures
- Site work, utilities, parking, and roadways
- Landscaping, public plazas, and signs

3. Basis for cost information.

   The Department has estimated public works contract costs based on the detailed project scope description, schematics, and outline specifications. The estimate is based on RSMeans cost data. Costs are then adjusted for the general conditions of the contract, the contractor's overhead, profit, and bonds/insurance. The estimate is then adjusted to the midpoint of the anticipated construction period at a rate of 0.42 percent per month to account for the effects of inflation.

   Agency Retained costs are based on the staff effort and associated operating expense required to accomplish the identified tasks. Agency Retained costs are calculated based on approved salary rates as of July 2024.

4. Factors/benefits for recommended solution other than the least expensive alternative.

   The least expensive alternative would be to do no project. However, under this scenario, the long-standing commitment made to the California tribal community would not be met. Further, the "do nothing" alternative does not allow the department to meet its mission to provide a place that would correct the long-standing need to properly tell the story of the Native people of California in their own voice, within a setting that brings their story into context. Additionally, this development will bring the vast number of artifacts into a place which will properly deliver the story of Native Americans and their artifacts, their cultural interpretation, education, and cultural traditions.

5. Complete description of impact on support budget.

   Anticipated One-Time Costs:
   The additional ongoing workload resulting from this project will necessitate the one-time purchase of the following:

Item	Amount
Maintenance Equipment (Truck, Gator, etc.)	94,000
Public Safety Equipment (Vehicles, Security Cameras, Radios, etc.)	154,000
Office Equipment (Computers, Furniture, etc.)	88,000
Estimated One-Time Costs	**336,000**

   Anticipated Immediate Public Use Costs:
   Department estimates support costs for interim public use, including: the development and delivery of interpretive programs, tours, and special events at the site. In consultation with the Native American Tribes and non-profit organizations, Department will organize Indigenous cultural demonstrations, such as immersive activity stations, to interpret California Native culture, art, language, and information about the larger California Indian Heritage Center project. Department will also design special events emphasizing the vibrant, diverse, and persevering cultures represented throughout California. Finally, the Department will facilitate conventional recreational use at the site, such as hiking, cycling, and fishing.

   It's currently estimated that this workload will result in the following changes to the department's support budget:

Category	Annual Cost
Staff*	
State Park Interpreter I	126,000
Park Maintenance Worker I	107,000
Office Assistant	88,000
Seasonal Staff with Benefits (Park Aides, Park Maintenance Aids, and Park Interpretive Specialists)	240,000
Staff Total	*561,000*
Operating Expense	
Maintenance	40,000
Housekeeping	20,000
Other Personnel Associated Costs	221,000
Total OE Cost	*281,000*
Total Annual Cost	**842,000**

As the Department works with the Task Force on design and project implementation, it will submit a proposal for immediate interim use support funding.

Anticipated Ongoing Costs (Full Park Build-out): The above costs are associated with the operations of the park on a limited basis, with just the proposed immediate public use improvements in place. The cost of operating the park once fully developed will be dependent on the final scope of the project and programming of the park, still to be determined by the Task Force. While it is premature to develop a detailed estimate of these future costs, based on the operations of other park units and likely uses, total costs are expected to be in the range of $5 million to $8 million per year. The Department will update estimated operating costs as the scope of the project is further defined.

Justification: Staff will be required to operate and maintain the new facilities at the CIHC. The operating costs are shown above. These costs will be necessary for patrols, visitor services, utilities, and facility maintenance.

The interim use portion of the support impact will facilitate development and delivery of activities to represent native cultures during the immediate public use phase, until the project reaches a stage where it can sufficiently support these activities.

The vision for the CIHC also includes additional resources provided through partnerships and volunteers. Partnerships with non-profits, Tribes, and academic institutions will enhance and expand the contributions of state park staff. Partner resources will help provide high quality interpretive programming, special events, community outreach, and marketing. Utilization of partnerships will also provide significantly improved opportunities to incorporate the diversity of native voices throughout the CIHC. State staff will also utilize the Volunteer in Parks Program to maximize volunteer efforts, which will provide another venue for the inclusion of native voices and community involvement.

Anticipated Revenue Generation:
Although it may be possible to generate some additional revenue with the proposed facilities, it is not possible to meaningfully estimate potential revenues at this time.

6. Identify and explain any project risks.

The commitment of a site and preparation of planning documents and a comprehensive project design for the CIHC is considerable. The success of the project lies within the establishment of a clearly defined project and the formation of partnerships with the Native American community, the administration, and other entities willing to support and contribute to the financial needs of the project. Because this project would rely on significant fundraising efforts, the success of those efforts could affect the completion of this project.

The secondary effects could include:

- Increased awareness of California tribal culture.
- Increased support for other local Native American museums throughout California.
- Creation of a common location for California tribal peoples to gather for "Big Time" events as well as other cultural demonstrations, living history programs and other educational programs.

7. List requested interdepartmental coordination and/or special project approval (including mandatory reviews and approvals, e.g. technology proposals).

   The following agencies are those most likely to require interdepartmental coordination during the development of a new California Indian Heritage Center.

   a. Native American Heritage Commission
   b. Tribal Governments
   c. California Department of Fish and Wildlife
   d. California Department of Transportation
   e. Regional Water Quality Control Board (region to be determined by the project site)
   f. Air Quality Management District (district to be determined by the project site)
   g. State Fire Marshal
   h. Access Compliance
   i. Central Valley Flood Protection Board
   j. Department of Water Resources
   k. City of West Sacramento
   l. West Sacramento Area Flood Control Agency
   m. US Army Corps of Engineers
   n. US Fish and Wildlife Service
   o. National Marine Fisheries Service

F. Consistency with Government Code Section 65041.1:

Does the recommended solution (project) promote infill development by rehabilitating existing infrastructure and how? Explain.

N/A. There is currently no existing infrastructure to rehabilitate.

Does the project improve the protection of environmental and agricultural resources by protecting and preserving the state's most valuable natural resources? Explain.

Yes. Overall site planning and development will improve the protection of environmental resources and preserve natural resources.

Does the project encourage efficient development patterns by ensuring that infrastructure associated with development, other than infill, support efficient use of land and is appropriately planned for growth? Explain.

Yes. Factors included with the planning are appropriate to maximize use of the land and future growth.