

CALIFORNIA INDIAN  
HERITAGE CENTER

*Preliminary General Plan &  
Draft Environmental Impact Report*

State Clearinghouse No. 2010012024



February 2011

CALIFORNIA INDIAN  
HERITAGE  
CENTER

*Preliminary General Plan &  
Draft Environmental Impact Report*



State Clearinghouse No. 2010012024

**Edmund G. Brown, Jr.**  
Governor

**John Laird**  
Secretary, Natural Resources Agency

**Ruth Coleman**  
Director, California State Parks  
P.O. Box 942896  
Sacramento, CA 94296-0001

February 2011



Maidu Tray, ca. 1934

*This page intentionally left blank.*

# TABLE OF CONTENTS

## CHAPTERS

**EXECUTIVE SUMMARY..... 0-1**

**0.1 PARK DESCRIPTION ..... 0-1**

**0.2 PURPOSE OF THE GENERAL PLAN/EIR ..... 0-2**

**0.3 RELATED PLANNING EFFORTS AND PUBLIC OUTREACH ..... 0-2**

**0.4 PARK VISION ..... 0-3**

**0.5 ISSUES AND OPPORTUNITIES ..... 0-4**

**0.6 SUMMARY OF THE GENERAL PLAN/EIR ..... 0-5**

**0.7 PLAN IMPLEMENTATION ISSUES ..... 0-8**

**0.8 ENVIRONMENTAL ANALYSIS ..... 0-9**

**CHAPTER ONE: INTRODUCTION..... 1-1**

**1.1 LOCATION AND REGIONAL CONTEXT..... 1-1**

**1.2 SITE CHARACTERISTICS..... 1-1**

**1.3 PURPOSE FOR ACQUIRING THE SITE ..... 1-2**

**1.4 PROJECT CHARACTERISTICS..... 1-2**

**1.5 SENSE OF PLACE ..... 1-6**

**1.6 PURPOSE OF THE GENERAL PLAN ..... 1-6**

    1.6.1 Combined General Plan/EIR/Tiering..... 1-6

    1.6.2 Purpose of the EIR..... 1-8

**1.7 ORGANIZATION OF THE GENERAL PLAN ..... 1-8**

    1.7.1 Executive Summary..... 1-8

    1.7.2 Introduction ..... 1-8

    1.7.3 Existing Conditions..... 1-8

    1.7.4 Issues and Analysis..... 1-9

    1.7.5 The Plan (Goals and Guidelines) ..... 1-9

    1.7.6 Environmental Analysis..... 1-9

    1.7.7 References ..... 1-9

    1.7.8 Report Contributors..... 1-9

    1.7.9 Appendices..... 1-10

**1.8 SUBSEQUENT PLANNING..... 1-10**



---

# TABLE OF CONTENTS

---

<b>1.9</b>	<b>PLANNING PROCESS</b> .....	<b>1-10</b>
1.9.1	Planning Hierarchy.....	1-10
1.9.2	Master Agreement with the City of West Sacramento.....	1-11
1.9.3	Interagency and Stakeholder Involvement.....	1-12
1.9.4	Public Involvement.....	1-14
<b>CHAPTER TWO: EXISTING CONDITIOINS</b> .....		<b>2-1</b>
<b>2.1</b>	<b>LAND USE AND FACILITIES</b> .....	<b>2-1</b>
2.1.1	Land Use.....	2-1
2.1.2	Recreation Facilities.....	2-1
<b>2.2</b>	<b>LAND USE AND FACILITIES AT THE CIHC</b> .....	<b>2-5</b>
2.2.1	Parkwide Land Use.....	2-5
2.2.2	Recreation.....	2-6
2.2.3	Future Opportunities.....	2-6
2.2.4	Facilities.....	2-7
2.2.5	Utilities.....	2-7
<b>2.3</b>	<b>SIGNIFICANT RESOURCE VALUES</b> .....	<b>2-7</b>
2.3.1	Physical Resources.....	2-7
2.3.2	Natural Resources.....	2-13
2.3.3	Cultural Resources.....	2-24
2.3.4	Aesthetic Resources.....	2-32
<b>2.4</b>	<b>OPERATIONS AND MAINTENANCE FUNCTIONS</b> .....	<b>2-37</b>
2.4.1	Facilities.....	2-37
2.4.2	Public Safety.....	2-38
2.4.3	Accessibility.....	2-39
<b>2.5</b>	<b>INTERPRETATION AND EDUCATION</b> .....	<b>2-39</b>
2.5.1	Existing Interpretation and Education.....	2-39
2.5.2	Interpretation Issues, Opportunities, and Constraints.....	2-44
<b>2.6</b>	<b>PARK SUPPORT AND PARTNERSHIPS</b> .....	<b>2-47</b>
2.6.1	Volunteers.....	2-47
2.6.2	Cooperating Associations and Supporting Groups.....	2-47
<b>2.7</b>	<b>PLANNING INFLUENCES</b> .....	<b>2-47</b>
2.7.1	System-Wide Planning.....	2-47
2.7.2	Regional Planning.....	2-49
2.7.3	Regulatory Influences.....	2-52
2.7.4	Regional Agencies and Nongovernmental Organizations.....	2-57
2.7.5	Demographics, Trends, and Projections.....	2-58



---

# TABLE OF CONTENTS

---

2.7.6	Public Concerns, Interests, and Opportunities .....	2-61
2.7.7	Native American Consultation .....	2-62
<b>CHAPTER THREE: ISSUES AND ANALYSIS .....</b>		<b>3-1</b>
<b>3.1</b>	<b>PLANNING ASSUMPTIONS .....</b>	<b>3-1</b>
<b>3.2</b>	<b>PARKWIDE ISSUES .....</b>	<b>3-2</b>
3.2.1	Regional Planning Context .....	3-2
3.2.2	Purpose and Relationships between the Unit’s Resources and Desired Visitor Experience .....	3-2
3.2.3	Visitor Use Impacts on Prime Resources .....	3-3
3.2.4	Qualitative Assessment of Impacts on Sensitive Plant and Animal Species in Visitor Use Areas .....	3-3
3.2.5	Preservation of Significant Cultural Resources .....	3-3
3.2.6	Determination of Appropriate Land Uses and Scope of Recreational Access and Opportunities .....	3-4
3.2.7	Traffic and Circulation .....	3-4
3.2.8	Parking .....	3-5
3.2.9	Interpretation .....	3-5
3.2.10	Collections .....	3-5
3.2.11	Site Constraints and Regulatory Requirements .....	3-6
3.2.12	Future Land Acquisitions .....	3-6
3.2.13	Statewide, Regional, and Local Significance .....	3-6
3.2.14	River Location/Levees .....	3-6
3.2.15	River Hydrology/Geomorphology .....	3-7
3.2.16	Lighting .....	3-7
3.2.17	Site Access .....	3-7
3.2.18	Connections to Neighboring Jurisdictions and Coordination with Regulatory Agencies .....	3-7
3.2.19	Native American Values and Traditions .....	3-8
3.2.20	Staffing .....	3-8
3.2.21	Sustainable Design Principles—Design, Development, Operations, and Maintenance .....	3-8
3.2.22	Hours of Operation .....	3-9
3.2.23	Security .....	3-9



---

# TABLE OF CONTENTS

---

<b>CHAPTER FOUR: THE PLAN (GOALS AND GUIDELINES)</b> .....	<b>4-1</b>
<b>4.1 PURPOSE AND VISION</b> .....	<b>4-1</b>
4.1.1 Statement of Purpose.....	4-1
4.1.2 Park Vision.....	4-1
<b>4.2 SITE AND FACILITY MASTERPLANNING PRINCIPLES</b> .....	<b>4-2</b>
<b>4.3 UNIT CLASSIFICATION</b> .....	<b>4-3</b>
<b>4.4 LAND USE MANAGEMENT</b> .....	<b>4-4</b>
<b>4.5 MANAGEMENT ZONES</b> .....	<b>4-6</b>
4.5.1 Heritage Center Zone.....	4-6
4.5.2 Community Services Zone.....	4-6
4.5.3 Group Activity Zone.....	4-17
4.5.4 Water Access Zone.....	4-17
4.5.5 Interpretive Connections Zone.....	4-17
4.5.6 Operations Zone.....	4-18
<b>4.6 PARKWIDE GOALS AND GUIDELINES</b> .....	<b>4-18</b>
4.6.1 Stormwater Runoff Management (WATER).....	4-18
4.6.2 Air Quality (AQ).....	4-18
4.6.3 Natural Resource Management (NR).....	4-20
4.6.4 Cultural Resource Management (CR).....	4-23
4.6.5 Visitor Use and Opportunities (VU).....	4-25
4.6.6 Interpretation and Education (INT).....	4-26
4.6.7 Park Operations (SAFE).....	4-31
4.6.8 Flood Safety (FLOOD).....	4-32
4.6.9 Days and Times of Operation (OPEN).....	4-34
4.6.10 Accessibility (ACCESS).....	4-34
4.6.11 Circulation System (CIRC).....	4-35
4.6.12 Access Points (AP).....	4-36
4.6.13 Concessions and Other Commercial Opportunities (CON).....	4-38
4.6.14 Property Acquisition (AQUI).....	4-38
<b>4.7 ZONE SPECIFIC GOALS AND GUIDELINES</b> .....	<b>4-39</b>
4.7.1 Heritage Center Zone (HCZ).....	4-39
4.7.2 Community Services Zone (CSZ).....	4-39
4.7.3 Group Activity Zone (GAZ).....	4-40
4.7.4 Water Access Zone (WAZ).....	4-41
4.7.5 Interpretive Connections Zone (ICZ).....	4-42
4.7.6 Operations Zone (OZ).....	4-43





# TABLE OF CONTENTS

<b>4.8</b>	<b>MANAGING VISITOR CAPACITY .....</b>	<b>4-43</b>
	4.8.1 Methodology.....	4-43
	4.8.2 Visitor Management Goals and Guidelines (VM) .....	4-44
	<b>CHAPTER 5: ENVIRONMENTAL ANALYSIS.....</b>	<b>5-1</b>
<b>5.1</b>	<b>INTRODUCTION.....</b>	<b>5-1</b>
	5.1.1 Purpose of the EIR.....	5-1
	5.1.2 Focus of the EIR.....	5-1
	5.1.3 Subsequent Environmental Review Process.....	5-1
	5.1.4 Contents of the EIR .....	5-1
<b>5.2</b>	<b>EIR SUMMARY.....</b>	<b>5-2</b>
	5.2.1 Summary of Impacts and Mitigation .....	5-2
	5.2.2 Summary of Alternatives Considered .....	5-3
<b>5.3</b>	<b>PROJECT DESCRIPTION .....</b>	<b>5-3</b>
	5.3.1 Overview .....	5-3
	5.3.2 Phasing.....	5-4
<b>5.4</b>	<b>ENVIRONMENTAL SETTING .....</b>	<b>5-6</b>
<b>5.5</b>	<b>ENVIRONMENTAL EFFECTS ELIMINATED FROM FURTHER ANALYSIS .....</b>	<b>5-6</b>
	5.5.1 Agricultural and Forestry Resources.....	5-6
	5.5.2 Mineral Resources .....	5-6
	5.5.3 Paleontological Resources .....	5-7
<b>5.6</b>	<b>ENVIRONMENTAL IMPACTS AND MITIGATION.....</b>	<b>5-7</b>
	5.6.1 Aesthetic Resources (AES) .....	5-7
	5.6.2 Air Quality (AQ).....	5-10
	5.6.3 Biological Resources (BIO) .....	5-16
	5.6.4 Cultural Resources (CUL) .....	5-22
	5.6.5 Geology and Soils (GEO) .....	5-29
	5.6.6 Hazards and Hazardous Materials (HAZ) .....	5-32
	5.6.7 Hydrology and Water Quality (WATER).....	5-36
	5.6.8 Land Use and Planning (LU) .....	5-41
	5.6.9 Noise (NOISE).....	5-43
	5.6.10 Population and Housing (PH).....	5-46
	5.6.11 Public Services (PS) .....	5-48
	5.6.12 Recreation (REC) .....	5-50
	5.6.13 Transportation and Traffic (TRAN).....	5-50
	5.6.14 Utilities and Service Systems (UTIL).....	5-54



---

## TABLE OF CONTENTS

---

<b>5.7</b>	<b>OTHER CEQA CONSIDERATIONS .....</b>	<b>5-56</b>
5.7.1	Unavoidable Significant Environmental Effects.....	5-56
5.7.2	Significant Irreversible Environmental Changes.....	5-56
5.7.3	Growth-Inducing Impacts .....	5-57
5.7.4	Cumulative Impacts .....	5-57
<b>5.8</b>	<b>ALTERNATIVES TO THE PROPOSED PLAN.....</b>	<b>5-58</b>
5.8.1	Alternatives.....	5-58
5.8.2	Identification of the Environmentally Superior Alternative .....	5-63
<b>CHAPTER SIX: REFERENCES .....</b>		<b>6-1</b>
<b>CHAPTER SEVEN: CONTRIBUTORS .....</b>		<b>7-1</b>

### EXHIBITS

1-1	Project Location .....	1-3
1-2	California Indian Heritage Center Location .....	1-4
1-3	California Indian Heritage Center Location with Adjacent Parcels.....	1-5
2-1	CIHC Project Context.....	2-2
2-2	Habitat Types within the East Riverfront and CIRI Properties.....	2-14
2-3	East Riverfront and CIRI Properties Wetland Delineation.....	2-17
2-4	Blue Elderberry Locations at the CIHC Site.....	2-23
2-5	View From the East Riverfront Property Across the Sacramento River to Discovery Park.....	2-33
2-6	View to the Northwest from the Levee Showing Regatta at the Rivers Neighborhood .....	2-34
2-7	View to the South from Marina Way Showing the Levee, West Sacramento Skyline, and Grupe Property .....	2-35
2-8	View from the Northwest Portion of the Site Boundary Looking Southeast and Showing Mixed Woodland and Grassy Areas .....	2-35
2-9	View Toward the Southeast Across The Pond .....	2-36
2-10	View to North from Marina Way of former JTS Property.....	2-36
2-11	Levee Road Access from the South Near the Broderick Boat Ramp and from the North Entrance Near River Crest Drive.....	2-37
2-12	Levee Road Access from the South Near the Broderick Boat Ramp and from the North Entrance Near River Crest Drive.....	2-37



# TABLE OF CONTENTS

2-13	Partial View of Marina Way Looking West from Levee and Showing Gate, Parking, and Sidewalks.....	2-38
4-1	CIHC Preferred Alternative .....	4-7
4-2	CIHC Management Zone Diagram .....	4-9
5-1	Alternative 1 – East Riverfront Property.....	5-62
5-2	Alternative 2 – Southern Entrance .....	5-63

## TABLES

2-1	Beneficial Use.....	2-12
2-2	Special-Status Wildlife with Potential to Occur on the CIHC Project Site .....	2-20
2-3	Previous Cultural Resources Investigations within the CIHC Site.....	2-30
2-4	Primary and Secondary Markets Household Population, 2009.....	2-58
2-5	Sacramento County Household Population Growth, 1990–2009 .....	2-59
2-6	Summary of Available Markets, 2009–2022.....	2-59
2-7	Race and Ethnicity Estimates, 2009 .....	2-60
4-1	Zone Matrix.....	4-11

## APPENDICES

- Appendix A, “Master Agreement and Amendment 1”
- Appendix B, “Design Standards and Guidelines”
- Appendix C, “Senate Bill No. 2063”
- Appendix D, “Phasing Diagrams”
- Appendix E, “Transportation Study”
- Appendix F, “Scope of Collections Statement”
- Appendix G, “Native American Consultation and Regulatory Information”



---

## ACRONYMS AND ABBREVIATIONS

---

°F	degree Fahrenheit
AAQS	ambient air quality standard
AB	Assembly Bill
Accessibility Guidelines	<i>California State Accessibility Guidelines</i>
ADA	Americans with Disabilities Act
APE	Area of Potential Effect
ARB	California Air Resources Board
B.P.	Before Present
Basin Plan	Sacramento and San Joaquin River basins
BMP	Best Management Practices
CAA	Federal Clean Air Act
CAAA	California Federal Clean Air Act Amendments
CAC	California Administrative Code
CALGREEN	California Green Building Standards Code
Caltrans	California Department of Transportation
CCAA	California Clean Air Act
CCR	California Code of Regulations
Central Valley RWQCB	Central Valley Regional Water Quality Control Board
CEQA	California Environmental Quality Act
CESA	California Endangered Species Act
cfs	cubic feet per second
CH <sub>4</sub>	methane
CHP	California Highway Patrol
CHTF	California Heritage Task Force
CIHC	California Indian Heritage Center
CIHCF	California Indian Heritage Center Foundation
CIRI	Cook Inlet Region, Inc.
CNDDB	California Natural Diversity Database
CNEL	Community Noise Equivalent Level
CNPS	California Native Plant Society
CO	carbon monoxide
CO <sub>2</sub>	carbon dioxide
Commission	California Park and Recreation Commission
Concept Masterplan	<i>California Indian Heritage Center: Concept Masterplan</i>
COWS	City of West Sacramento
COWS CAG	City of West Sacramento Community Advisory Group
COWS General Plan	<i>City of West Sacramento General Plan</i>



COWS Parks Plan	<i>City of West Sacramento Parks Master Plan</i>
CRHR	California Register of Historic Resources
CRSBBZ	Coast Range/Sierran Block Boundary Zone
CSPF	California State Parks Foundation
CSRM	California State Railroad Museum
CVFPB	Central Valley Flood Protection Board
CWA	Federal Clean Water Act
dBA	A-weighted decibels
DBW	California Department of Boating and Waterways
Delta	Sacramento–San Joaquin Delta
Developing Vision	<i>California Indian Heritage Center: Developing Vision</i>
DFG	California Department of Fish and Game
DTSC	California Department of Toxic Substance Control
DWR	California Department of Water Resources
ECA	Environmental Condition Assessment
EDD	Employment Development Department
EIP	Early Implementation Project
EIR	environmental impact report
EPA	Environmental Protection Agency
ESA	federal Endangered Species Act
FEMA	Federal Emergency Management Agency
FTA	Federal Transit Administration
GHG	greenhouse gas
GIS	geographic information system
GVGP	Great Valley Geomorphic Province
HUD	Housing and Urban Development
I-5	Interstate 5
I-80	Interstate 80
IMAP	Inventory, Monitoring, and Assessment Program
JPA	Joint Powers Agency
JTS	Former JTS Communities (Regatta at the Rivers)
LEED™	Leadership in Energy and Environmental Design
$L_{eq}[h]$	hourly equivalent noise level
$L_{max}$	maximum noise level
LOS	level of service
MBTA	Migratory Bird Treaty Act
mgd	million gallons per day
MOU	memorandum of understanding
msl	mean sea level
N <sub>2</sub> O	nitrous oxide

NAAQS	national ambient air quality standards
NAHC	Native American Heritage Commission
NCCP/HCP	natural communities conservation plan/habitat conservation plan
NEF	Nature Education Facilities
NGVD	National Geodetic Vertical Datum
NGVD 29	National Geodetic Vertical Datum 1929
NMFS	National Marine Fisheries Service
NO <sub>2</sub>	nitrogen dioxide
NOI	Notice of Intent
NO <sub>x</sub>	oxides of nitrogen
NPDES	National Pollutant Discharge Elimination System Permit
NRHP	National Register of Historic Places
OHWM	Ordinary High Water Mark
OSSHP	Old Sacramento State Historic Park
PG&E	Pacific Gas and Electric Company
PM <sub>10</sub>	respirable particulate matter
PM <sub>2.5</sub>	fine particulate matter
PRC	California Public Resource Code
R1-A	Residential-One Family
Reclamation	U.S. Bureau of Reclamation
Riverfront Master Plan	<i>Sacramento Riverfront Master Plan</i>
ROG	reactive organic gases
RWQCB	Regional Water Quality Control Board
SAA	Streambed Alteration Agreement
SACOG	Sacramento Area Council of Governments
SAFCA	Sacramento Area Flood Control Agency
SB	Senate Bill
SHP	State Historic Park
SHPO	State Historic Preservation Officer
SIM	State Indian Museum
SIP	State Implementation Plan
SLC	California State Lands Commission
SO <sub>2</sub>	sulfur dioxide
SR	State Route
State Parks	California State Parks
SVAB	Sacramento Valley Air Basin
SWPPP	Stormwater Pollution Prevention Plan
TAC	toxic air contaminants
U.S. 50	U.S. Highway 50
USACE	U.S. Army Corps of Engineers



USFWS	U.S. Fish and Wildlife Service
V/C	Volume to Capacity
VELB	valley elderberry longhorn beetle
VMT	vehicle miles traveled
WF	Waterfront Zone
WF/PD	Waterfront with a Planned Development
WHR	Wildlife Habitat Relationship
WSAFCA	West Sacramento Area Flood Control Agency
WSLIP	West Sacramento Levee Improvement Program
WTP	Water Treatment Plant
WUS	Waters of the United States
YNHP	Yolo Natural Heritage Program
YSAQMD	Yolo-Solano Air Quality Management District
Zone A	FEMA-defined flood zone (see footnote Chapter 2)
Zone A-99	FEMA-defined flood zone (see footnote Chapter 2)
Zone AE	FEMA-defined flood zone (see footnote Chapter 2)
Zone AR	FEMA-defined flood zone (see footnote Chapter 2)
Zone X	FEMA-defined flood zone (see footnote Chapter 2)



---

## GLOSSARY

---

***alluvial plain***

A relatively flat area formed adjacent to a river that periodically overflows, depositing sediments that build up and are eroded over time.

***accretionary prism***

A wedge of sedimentary material formed at the boundary of a downward thrusting tectonic plate.

***amphimeadow***

An outdoor amphitheater designed to complement the CIHC's natural setting, allow for outdoor seating and events, and constructed of informal, natural materials.

***artist-in-residence***

An artist who works and resides in facilities owned and managed by State Parks for a temporary, specified period of time.

***biostimulatory substances***

A substance that acts as a pollutant by increasing the metabolic activity of living organisms (such as algae or fungi) in an aquatic environment, leading to possible resource depletion (such as oxygen).

***bollard lighting***

A type of outdoor pedestrian lighting encased in a vertical post which typically does not exceed 3 to 4 feet in height.

***borrow pit***

An excavation dug to provide fill material for use in another location.

***California Environmental Quality Act (CEQA)***

A statute that requires state and local agencies to identify the significant environmental impacts of their actions, to avoid or mitigate those impacts, if feasible and to disclose to the public the reasons why a governmental agency approved a project if significant environmental effects are involved.

***County Road 136***

The official designation of the road which runs on top of the levee alongside and through the CIHC.



**greenhouse gas (GHG) emissions**

Atmospheric gases emitted by a variety of sources and exhibiting the potential to contribute to the greenhouse effect. Greenhouse gases include carbon dioxide, methane, nitrous oxide, among others.

**Leadership in Energy and Environmental Design (LEED™)**

A system administered by U.S. Green Building Council, which acts as a third-party to certify green building design.

**live-work housing**

A mixed-use building type that includes work and dwelling space in a single unit. Sometimes referred to as a “loft.” Artist-in-residence units could be designed as live-work units.

**Master Agreement**

An agreement between the City of West Sacramento Redevelopment Agency and California State Parks that defines the transfer and disposition of the East Riverfront property.

**masterplan**

An overarching conceptual plan, typically combining text and graphics, and intended to guide the development of a project.

**material culture**

The concrete objects produced and used by a culture, including, for example, tools, buildings, clothing, and art. Material culture can either be artifacts (objects used in the past) or contemporary.

**Memoranda of Understanding (MOU)**

A formal agreement between parties (in this document, agencies or jurisdictions) delineating the terms and conditions of the provision of service.

**multimodal transportation**

The availability of multiple transportation options within a single transportation corridor. A typical example is a street that includes auto, transit, bicycle, and pedestrian routes in a single corridor.

**riparian**

Flora or fauna typically found along the shore or bank of a waterway, such as a river or stream.

**ruderal**

Vegetation growing on disturbed ground and typically growing in this type of habitat.

**significance criteria**

A quantitative or qualitative standard or threshold used to determine whether a project (as defined under CEQA) would have a substantial adverse effect on the environment.

***Tribal Treasures***

Tribal Treasures is a term derived from the input of native participants in the preparation of the Developing Vision document for the CIHC. It refers to objects (see “material culture” above) in the possession of State Parks that will be protected, preserved, and exhibited when appropriate. The term is comparable to the more standard professional museology term, “collections,” but expands its meaning to include material culture that represents living, contemporary California Indian culture.

***tule***

One of several types of bulrushes native to California and used as a material by California Indians in a variety of items, including boats and buildings.

***wetland delineation***

A method used to establish the boundary between wetlands and uplands by examining vegetation, soils and hydrologic conditions at a site.



Artist's rendering of the proposed pond restoration

*This page intentionally left blank.*

---

## EXECUTIVE SUMMARY

---

### 0.1 PARK DESCRIPTION

The California Indian Heritage Center (CIHC) will be a new California State Park (State Park) located in the city of West Sacramento on the west bank of the Sacramento River, across from its confluence with the American River. The CIHC main facility and outdoor programs will be located at the 43-acre East Riverfront property, which is bordered by the Sacramento River to the east, residential communities to the north and west, and an undeveloped parcel to the south. Main access to the property is provided via Marina Way off Lighthouse Drive. The 7.91-acre former JTS (Regatta at the Rivers) parcel located on the landside of the levee is north of Marina Way, and could be used for community and support facilities associated with the CIHC.

Indoor components of the CIHC will include extensive exhibit space, a library, tribal archives, Tribal Treasures (collections), storage space, curatorial space, offices, classrooms and event space, artist-in-residence space, a café, and a museum store. Outdoor program elements will encompass an amphimeadow, a restored pond, indigenous gardens, native game fields, outdoor interpretive exhibits, and demonstration areas. A trail network will provide access throughout the site, with connections to adjacent neighborhoods and the communities of West Sacramento and Sacramento. Parking, office space for public safety staff, and storage for maintenance equipment are provided on-site. The former JTS (Regatta at the Rivers) parcel could include community and ancillary service facilities, public meeting space, artist-in-residence units, surface parking, and a landscape buffer. More expansive outdoor programs associated with the CIHC could be held at the Northgate site located on the American River Parkway in the City of Sacramento at some time in the future.

The CIHC could be fully functional on the East Riverfront property and former JTS (Regatta at the Rivers) property. Establishment of the CIHC and implementation of the General Plan are not dependent on the acquisition of additional property. However, two adjacent parcels are included for planning purposes only since they may be added to the CIHC over time to provide opportunities for additional programming. There is not commitment to purchase these properties at this time. The 3.18-acre Grupe parcel, currently planted as an ornamental orchard, would remain undeveloped, but could provide additional entry space and contain an entry monument or art related to the CIHC. The 16.21-acre Cook Inlet Region, Inc. (CIRI) property would be left in a natural state but could provide opportunities for an expanded nature area with a trail network and interpretive elements. It could also provide opportunities for additional outdoor programming and habitat restoration.

The preferred alternative is envisioned to be implemented in four phases and represents the fully realized CIHC, reflecting the vision and goals of the many contributors to the development of this General Plan and previous planning efforts.

## 0.2 PURPOSE OF THE GENERAL PLAN/EIR

This General Plan/EIR provides a comprehensive framework to guide the development, ongoing management, and public use of the CIHC for the next 20 years or more. It offers a consistent vision for the future of the CIHC, and has been devised to support flexibility and accommodate change in its proposed approaches to potential management problems.

The General Plan also serves as a Program EIR, as defined in Section 15166 of the State CEQA guidelines, and will serve as a reference for future environmental documents that will provide more detailed information and analysis for site-specific developments and projects, as needed. The Program EIR analyzes and discloses the preferred alternative's effects on the environment, in accordance with Section 15168 of the State CEQA Guidelines, and discloses any significant and potentially significant effects that may result from the implementation of the General Plan.

## 0.3 RELATED PLANNING EFFORTS AND PUBLIC OUTREACH

Interagency input was obtained through agency scoping as part of the environmental review process and in-person meetings with members of the planning team. The following agencies and groups provided input: California Department of Transportation (Caltrans); City of West Sacramento (COWS) (including the Redevelopment Agency, Public Works, Community Development, and the City's Manager's office); California Department of Fish and Game (DFG); Yolo Natural Heritage Program (YNHP); U.S. Army Corps of Engineers (USACE); U.S. Fish and Wildlife Service (USFWS); National Marine Fisheries Service (NMFS); California Department of Water Resources (DWR); California State Lands Commission (SLC); Central Valley Flood Protection Board (CVFPB); California Department of Boating and Waterways (DBW).

The General Plan was developed in close coordination with the CIHC Core Advisors, which includes subject matter specialists who are California Indian people appointed by California State Parks (State Parks), and the CIHC Task Force. Most of the Core Advisors have been involved with the CIHC project since its inception. They advise State Parks on key planning issues to ensure that California Indian values are reflected in all aspects of CIHC planning. Three focus meetings with the Core Advisors were held to solicit input on various phases of General Plan development, including the overall process, alternatives development, and refinement of the preferred alternative.

Stakeholder outreach included presentations to neighborhood groups at community meetings, presentations to COWS Chamber of Commerce, and meetings with local elected officials. A community liaison was specifically charged with reaching out to West Sacramento community stakeholders. In addition, the following stakeholder groups were involved with planning for the CIHC:

- ▶ **CIHC Task Force/CIHC Foundation:** The CIHC Task Force was formed under Senate Bill 2063 and later transitioned into the CIHC Foundation, a 501 (c)(3) non-profit public benefit corporation. The CIHC Foundation Board of Directors aids and advises State Parks on the

interpretation of the prehistory, history and culture of California Indian People and the care and conservation of the Tribal Treasures (collections) displayed, interpreted and stored at the CIHC. They also sponsor, publish, purchase, and distribute literature, illustrative materials and other items which will increase visitor understanding of and appreciation for California Indian heritage; acquire material, equipment and other items for use in the education and interpretive programs relative to California Indian heritage and the CIHC; and sponsor, support and assist docent and volunteer programs, seminars, lectures and other educational and interpretive programs and activities relative to the history and culture of California Indian People and the CIHC.

- ▶ **City of West Sacramento Community Advisory Group (COWS CAG):** appointed by State Parks and COWS, this group of advisors represents the concerns and opinions of the West Sacramento community. Four meetings were held with the COWS CAG in support of the General Plan prior to the public meetings described below.
- ▶ **Statewide Native American Community Stakeholders:** Because of the unique importance of the CIHC to the Native community, the General Plan process included focused outreach to California Indian tribes, with a series of three meetings held at the following locations, the Viejas Tribal Office, Alpine, California; Yocha Dehe Community Center Gathering Hall, Brooks, California; and the Potawot Health Village, Arcata, California.

Public outreach included a variety of methods: four public meetings; two Web pages (a CIHC Web page and a CIHC General Plan Web page); and periodic mailing materials, including e-mails, postcards, flyers, and newsletters. In addition, articles about the CIHC and the General Plan process were featured in local newspapers, including the *West Sacramento News-Ledger* and the *East Sacramento News*. Public notices of the scoping meeting were placed in the *News-Ledger* (January 20, 2010), the *West Sacramento Press* (January 20, 2010), and the *Sacramento Bee* (January 16, 2010).

## 0.4 PARK VISION

A vision statement was developed as part of a prior planning process resulting in a document entitled, *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007). The park vision describes the future desired outcome of the CIHC, expressing what the CIHC represents and its role in as a state park. The following CIHC vision was adopted in January 2004:

*Under the guidance of California Indian people, the California Indian Heritage Center will:*

- ▶ Present a statewide perspective on California's diverse Indian cultural legacy.
- ▶ Honor the contributions of California Indians and promote dialogue between generations.
- ▶ Enhance public understanding of traditional spiritual beliefs and practices.

- ▶ Protect California Indian cultural resources.
- ▶ Collect and present traditional and contemporary California Indian artistic and cultural expressions.
- ▶ Partner with tribal communities and regional cultural centers and museums.
- ▶ Provide educational opportunities to research and understand California's Indian history, cultures and the impact of contemporary issues.
- ▶ Be recognized as a culturally essential California destination that enriches public life.

In addition, CIHC Advisory Group members devised a set of guiding principles during public workshops held in 2006. The principles build on the CIHC Vision Statement and directed the development of the *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008). Associated masterplanning principles include:

- ▶ Create a place that represents and celebrates all California Indian Cultures, while remaining *nameless, faceless and neutral*.
- ▶ Honor and respect local tribal protocols and traditions for welcoming other tribes.
- ▶ Build a Center on the premises of *Healing the Land*, demonstrating traditional values for land stewardship and environmental consciousness.
- ▶ Encourage understanding of Indian values through site design, reinforcing the message of California Indian Culture as a *Living Culture*. Inject California Indian values in all aspects of site development.
- ▶ Develop the site and facilities with a natural character, using natural materials and a light footprint on the land.
- ▶ Embrace the river and the seasons.
- ▶ Enable site flexibility, allowing different event formats.
- ▶ Provide integrated indoor and outdoor spaces to facilitate transfer of culture, education and preservation of traditions.
- ▶ Provide safe and comfortable spaces for all visitors, emphasizing easy pedestrian circulation.
- ▶ Create a Center that is a "good neighbor" through community engagement.



## 0.5 ISSUES AND OPPORTUNITIES

As a result of earlier planning efforts, including the visioning and masterplanning process, and the extensive public outreach to agencies and advisory groups, the California Indian community, and stakeholders, a number of issues and opportunities emerged that are summarized in this section.

California Indian goals and concerns were covered extensively in the Developing Vision noted above. Issues raised in the visioning process were reiterated during the Core Advisor meetings on behalf of the General Plan. Recurrent themes included:

- ▶ Proximity and access to the Sacramento River, and inclusion of the river in interpretive programming.
- ▶ Restoration of the site, which was previously developed with commercial uses, with remnants still visible in the form of a scarred landscape, scattered debris, and excavation of the large on-site pond.
- ▶ The value of a venue with which to tell the California Indian cultural and historical experience through Native voices which historically have been marginalized and underrepresented.

The public outreach process provided an opportunity for expression of the concerns and interests of residents and stakeholders.

- ▶ The potential for traffic congestion on local roadways if the site were developed at the level defined in a market analysis carried out in 2007.
- ▶ The effect of light and noise spillover from traffic on the East Riverfront property, particularly visitors using the levee road to access the facilities.
- ▶ The potential use of 4th Street (a residential street) as the main entrance.
- ▶ On-site safety and security, as well as potential security impacts on the local neighborhood.
- ▶ Visitor demand that exceeds on-site parking capacity, causing visitors to park on nearby residential streets.

Concerns raised during Core Advisor, stakeholder, and interagency meetings focused on operations and regulatory issues, including the following issues.

- ▶ River hydrology and its effect on the site and facilities, including flooding, changing water levels in the pond, and site maintenance.

- ▶ The possible presence of cultural or historical resources, including California Indian sacred sites.
- ▶ Reconstruction and permitting of the levee to accommodate utilities, access roadways, and the main facility.
- ▶ The possible presence of special-status species including State and/or federally listed species known to or likely to inhabit the property.

## 0.6 SUMMARY OF THE GENERAL PLAN/EIR

The General Plan establishes a long-range purpose and vision for the CIHC. Specific management zones described in the plan help clarify management intent and desired visitor experiences for the various elements of the CIHC. Goals and guidelines provide guidance on how to achieve the purpose, vision, and management intent. The goals and guidelines address current issues while providing a foundation for resource protection, development, and interpretation of the park and provide a framework for subsequent development and management plans.

The CIHC is proposed to be constructed in four phases to be implemented over approximately 15 to 20 years. The phases address enhancements that could be achieved if adjacent properties were acquired. Acquisition of these properties could facilitate the preservation and restoration of valuable habitat, promote regional trail connections, provide additional community-serving facilities, and allow basic functions (e.g., parking) to be moved off the prime East Riverfront property.

**The former JTS parcel**, acquired by State Parks in 2010, provides potential project implementation opportunities early in the development of the overall CIHC site. These opportunities could include potential interim use as a small Indian Heritage Center visitor center and associated exhibit space, and community serving facilities. This allows the CIHC to use the site for visitor service facilities prior to the implementation of the West Sacramento Levee Improvement Program (WSLIP) in this particular stretch of the levee and to move forward with implementing the larger CIHC vision. Any improvements will be designed with screened parking, and will include landscaping, and interface with the community. At full build-out of the General Plan, the former JTS property could include a surface parking lot that would allow the majority of the parking previously located on the East Riverfront property to be relocated to the landside of the levee to allow restoration of the East Riverfront property to more natural conditions. A public meeting and community and ancillary service center would wrap around the parking area, fronting onto Fountain and Lighthouse Drives and serving as a neighborhood amenity. The northern portion of the former JTS property would be developed as an artist-in-residence facility, with a community center and meeting space.

The four envisioned phases include:



**Phase 1** focuses on implementation of restoration and habitat enhancement at the site. Phase 1 includes construction of an outdoor amphimeadow at the north end of the pond; interpretive trails; enhancement of the pond and associated wetlands; construction of demonstration areas; traditional structures, outdoor indigenous art; signage; outdoor exhibit elements; and limited infrastructure development. Parking for Phase 1 would be provided on the East Riverfront property in previously disturbed areas.

**Phase 2** involves initial facility development at the East Riverfront property, including site improvements and a small collections facility, exhibits, theatre, museum store, library and archive space and core/support facilities. Many of the site improvements would occur during this phase, including outdoor meeting space, provision of utilities and infrastructure, and construction of pedestrian trails. The initial CIHC facility will be limited to approximately 20,000 to 25,000 square feet, including 2,000 square feet for security and operations needs. Phase 2 includes the installation of a boat dock on the bank of the Sacramento River. Parking during Phase 2 would be provided entirely on the East Riverfront property.

**Phase 3** focuses on expansion of the primary CIHC facility to approximately 50,000 square feet to include more extensive exhibit space; an expanded entry with a museum store, café, and other support facilities; and additional office space. Phase 3 would also include additional parking, and landscaping and indigenous gardens.

**Phase 4** includes full build-out of the primary CIHC facility at 100,000 to 125,000 square feet of space, to include completed space for curatorial activities, exhibit preparation, and storage of Tribal Treasures (collections) and additional meeting, office, and library space, and expanded parking. The existing high-quality natural habitat on the CIRI property would be preserved and restored, where needed, with development to be limited to trails and interpretive exhibits. If acquired, the small, triangular Grupe property would be used to install a monument entry sign or art serving as an entry feature to the CIHC to guide visitors.

Six management zones are proposed for the CIHC: Heritage Center, Community Services, Group Activity, Water Access, Interpretive Connections, and Operations. These zones are based on their intensities of land use, type of use, levels of public access, and types of natural features present. While no direct hierarchy of development intensities and use exists, the Heritage Center and Community Services zones will be the most intensively developed and receive the greatest percentage of use. The Interpretive Connections zone represents areas containing preserved and restored native habitat, which will be accessible primarily by pedestrian trails and paths.

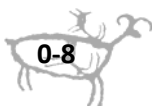
- ▶ **Heritage Center:** This zone is the site of the main CIHC building housing the Tribal Treasures (collections). The site offers exceptional views across the Sacramento River to its confluence with the American River at Discovery Park. The main building will house and display the Tribal Treasures (collections) and offer visitor services, information, interpretive exhibits, educational programs, a museum store, and food services, along with core support facilities. The majority of the CIHC staff will be located here.

- ▶ **Community Services:** This zone serves as a transition and buffer between the nearby community and the main building area on the riverside of the levee. It is an active zone intended to provide indoor and outdoor gathering places that can be used jointly by the CIHC and the community and community amenities, such as a café.
- ▶ **Group Activity:** This zone provides focused areas for group activities that may be ceremonial, recreational, interpretive, or educational in character. The emphasis in this zone is on participation. Although many areas within the CIHC site can be used for shared activities, in this zone, it is the predominant use.
- ▶ **Water Access:** This zone acknowledges the important relationship between the CIHC and the nearby rivers by providing water access and recreational opportunities. A boat dock on the Sacramento River will allow access to the East Riverfront property from various locations along the Sacramento River, and will provide water taxi, excursion boat and short-term day use boat moorage. The restored pond will allow space for demonstrations using traditional methods such as fishing, harvesting, launching tule boats, and other activities. Along the Sacramento River, visitors will be able to access the waterfront to enjoy the view and picnic.
- ▶ **Interpretive Connections:** This zone encompasses the largest area in the CIHC and consists of areas with minimal development but with ample space for interpretive archives and exhibits. The intent of this zone is to allow visitors to gain an appreciation of the layered quality of the site, which is located at the confluence of two major rivers, is subject to periodic flooding and renewal, and includes high quality native habitat. The site also reflects the multiple cultures that have occupied and influenced it, as reflected by the use of the word “connections” in the name.
- ▶ **Operations:** This is a functional zone consisting primarily of the Public Safety and Facility Operations area that will include maintenance facilities, public safety offices, and park ranger security offices and vehicles.

Parkwide goals and guidelines apply to the CIHC as a whole. They have been developed to address existing issues, needs, and opportunities for improvement, protection, or change and provide guidance for management of the CIHC to achieve its long term vision. The goals establish the purpose and define the desired future conditions, while the guidelines provide directions that State Parks will consider to achieve the goals. Topics addressed in the parkwide goals and guidelines include natural and cultural resource management; interpretation and education; safety and security; flood safety; hours and times of operation; accessibility, access, and circulation; concessions; and property acquisition. Zone-specific guidelines are also provided to direct activities within each of the six management zones.

## 0.7 PLAN IMPLEMENTATION ISSUES

Major programs and projects that will be implemented during the lifespan of the General Plan will require additional planning. Future planning efforts may include preparing specific resource



management plans to protect sensitive resources or developing site-specific area development plans for new facilities to determine how facilities will relate to their surroundings and to the CIHC in general. Two significant planning issues have yet to be resolved in this General Plan/EIR. First, the final location and design of the levee running along the west boundary of the East Riverfront property must be determined in conjunction with relevant permitting agencies. In addition, a thorough evaluation of the seismic hazards identified in the environmental analysis must be completed, and necessary engineering design to construct the building to meet California building code standards and to properly secure its contents in case of flooding.

Future planning efforts also include the preparation of project-specific environmental compliance documents for implementation of subsequent projects. These documents should tier off and be consistent with the General Plan's Program EIR. Securing any permits required for future implementation projects would also be part of subsequent planning actions.

Finally, the General Plan may need to be amended if new developments or major commitments of resources are proposed for areas not covered in this plan or if circumstances change, making facts and findings in this plan no longer accurate.

## 0.8 ENVIRONMENTAL ANALYSIS

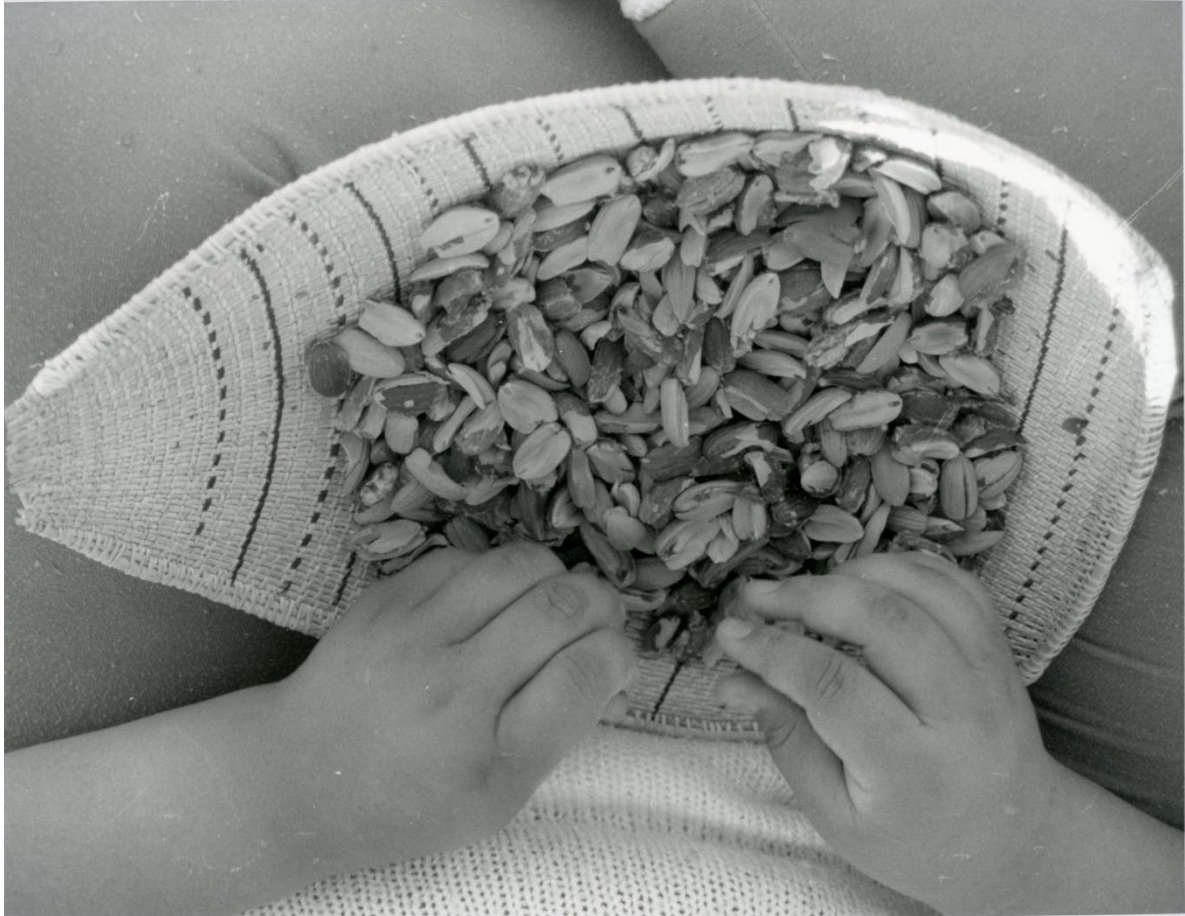
The General Plan and/or EIR provide an evaluation of the potential for significant adverse environmental impacts on aesthetic resources, air quality, biological resources, cultural resources, geology, soils, hazards, hydrology and water quality, land use and planning, noise, population and housing, public services, transportation, and utility and service systems. The criteria used to determine the significance of impacts in the following resource discussions were derived from State CEQA Guidelines. For those resource topics where sufficient information was available to analyze potential impacts at the project level, future compliance may consist of the implementation of specific goals and guidelines, mitigation measures or permitting requirements as indicated in this General Plan/EIR.

Significant environmental impacts were identified for:

- ▶ biological resources;
- ▶ seismic hazards; and
- ▶ construction related noise.

However, mitigation measures are available that would reduce the impacts identified to less than significant. In addition, the goals and guidelines in the General Plan require specific actions to be implemented that would preserve, protect, and restore resources, or minimize adverse effects on the environment. With the implementation of these recommended actions, the proposed project's contribution to cumulative impacts would be less-than-significant and cumulative impacts associated with implementing the project would be less than significant.

No other unavoidable and significant impacts would result from adopting and implementing this General Plan.



Processing Acorns

*This page intentionally left blank.*



---

## CHAPTER ONE: INTRODUCTION

---

### 1.1 LOCATION AND REGIONAL CONTEXT

The California Indian Heritage Center (CIHC) will be a new California State Park (State Park) located in the city of West Sacramento on the west bank of the Sacramento River, across from its confluence with the American River (Exhibits 1-1 and 1-2). The CIHC main facility and outdoor programs will be located at the 43-acre East Riverfront property. This property is bordered by the Sacramento River to the east, residential communities to the north and west, and an undeveloped parcel to the south. Main access to the property is provided via Marina Way off of Lighthouse Drive. Additionally, California State Parks (State Parks) recently acquired the 7.91-acre JTS Communities (JTS) (Regatta at the Rivers) parcel which provides opportunities for surface parking, public meeting space, public safety offices, community and ancillary services, and artist-in-residence and meeting facilities.

Two additional adjacent parcels could be added to the CIHC over time (Exhibit 1-3). These parcels provide opportunities for additional programming that could enhance the mission of the CIHC. If added to the CIHC, the 3.18-acre Grupe parcel, currently planted as an orchard, would remain without buildings, but could provide additional entry space and contain a monument sign or artwork related to the CIHC. The 16.21-acre Cook Inlet Region, Inc. (CIRI) property would be left in a natural state but would provide opportunities for an expanded natural area with a trail network and interpretive elements. It also would provide opportunities for additional outdoor programming and habitat restoration. It is important to note that the CIHC could be fully functional within the current planning area; thus, establishment of the CIHC and implementation of the General Plan are not dependent on the acquisition of additional property.

More expansive outdoor programs associated with the CIHC could be held at the Northgate site on the American River in the city of Sacramento. The Northgate site is part of the American River Parkway and encompasses approximately 100 acres that could be available for CIHC outdoor programs and events. It is bordered by the American River to the south, Discovery Park to the west, the Garden Highway to the north, and State Route (SR) 160, a property owned by the Boy Scouts of America, and the Riverdale Mobile Home Park to the east. Any facilities or programming on the Northgate site would be subject to further planning and environmental review in cooperation with Sacramento County, the entity responsible for management of the American River Parkway. Thus, this General Plan addresses any associated programming at the Northgate site only at a conceptual level.

### 1.2 SITE CHARACTERISTICS

The East Riverfront property lies on the west bank of the Sacramento River across from its confluence with the American River. It is currently undeveloped and is located in the center of an otherwise urban area that contributed to its desirability for development as a State Park and

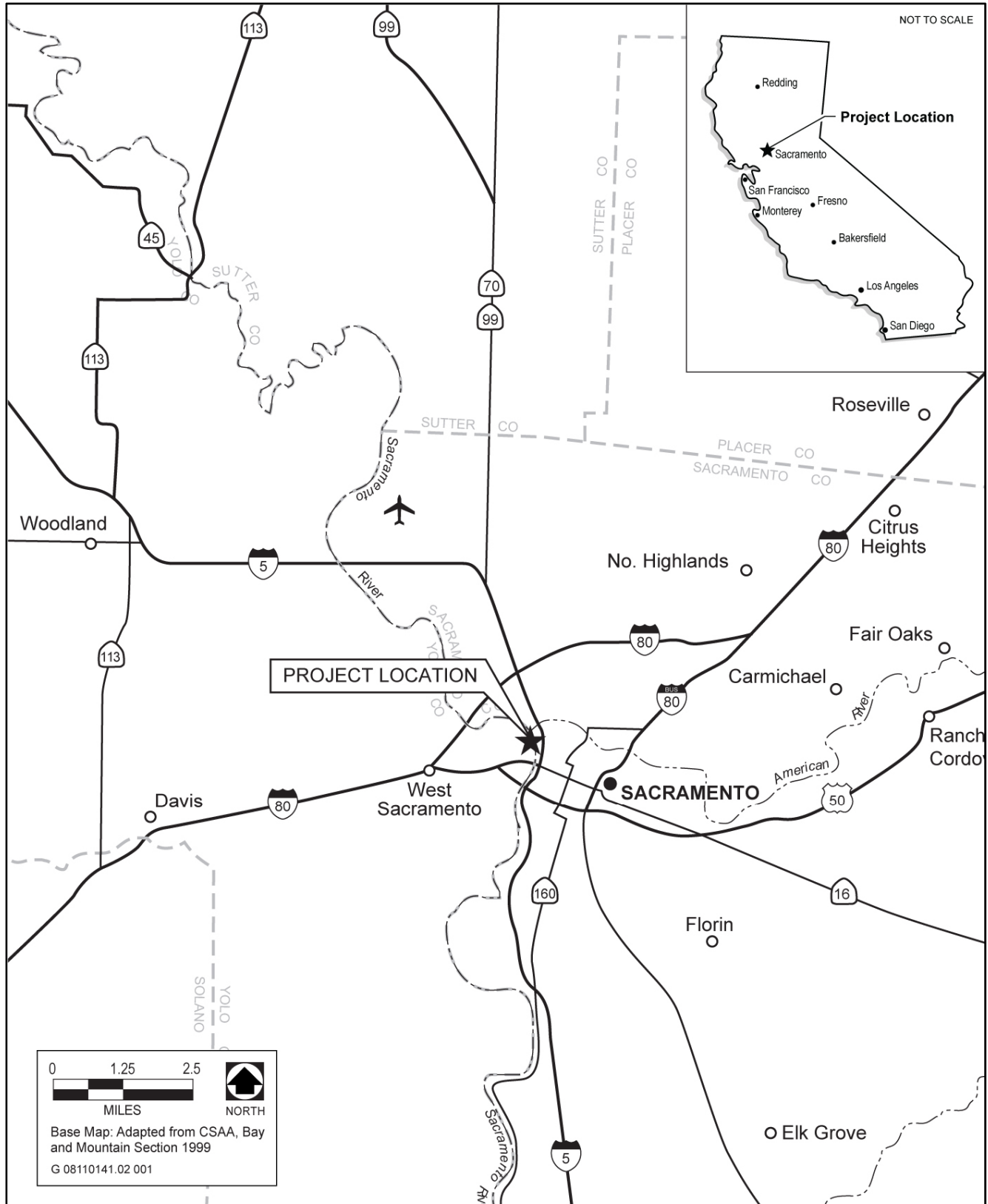
heritage center. A large borrow pit on the site, constructed by a previous property owner in anticipation of the construction of an artificial marina, has transformed into a natural pond surrounded by riparian vegetation. The vegetation on the property includes a mixture of native and nonnative vegetation. Riparian vegetation is present along the entire riverfront. Although the majority of the site is located within the floodplain of the Sacramento River, it contains a terrace of relatively flat, higher elevation land that in some areas is as much as 30 feet or more above the level of the river, making the site conducive to development of a public park. The northern portion of the site contains paved areas that are remnant from previous development. Mature trees, including valley oaks and cottonwoods, are scattered throughout the site. A levee is located along the western border of the East Riverfront property. The former JTS property is located to the west of the levee and consists of a parcel that was previously graded in preparation for condominium development. Except for street trees along Fountain Drive, and a landscaped gateway area at the intersection of Fountain Drive and Lighthouse Drive marking entry to the Rivers neighborhood, the former JTS property is currently fallow.

### 1.3 PURPOSE FOR ACQUIRING THE SITE

The East Riverfront property is currently owned by the City of West Sacramento (COWS) Redevelopment Agency. State Parks entered into a Master Agreement (Appendix A) with COWS that will transfer the property into State Parks' ownership for the specific purpose of establishing the CIHC. The transfer will take place upon adoption of this General Plan or upon securing funds for the initial phase of construction, depending on the action of the COWS City Council. The Master Agreement was recently amended to allow for additional planning time. The former JTS parcel was acquired by State Parks in 2010 to provide important supporting functions for the East Riverfront property while integrating with the surrounding community.

### 1.4 PROJECT CHARACTERISTICS

A strong connection between the facilities and the landscape is envisioned for the CIHC, and will be reflected in park design, with indoor and outdoor spaces that will be visually integrated. Indoor components of the CIHC will include extensive exhibit space, a library, archives, Tribal Treasures (collections) storage space, offices, classrooms and event space, artist-in-residence space, a café, and a museum store. Outdoor program elements are closely linked to a traditional native approach to the land and its location at the confluence of two major rivers, and encompass an amphimeadow, a restored pond, indigenous gardens, native game fields, outdoor interpretive exhibits, and demonstration areas. A trail network will provide access throughout the site, into adjacent neighborhoods, and into the larger communities of West Sacramento and Sacramento. A Public Safety and Facilities Operations Center located on-site will provide office space for on-site public safety and maintenance staff and equipment storage. Parking is also provided on-site.

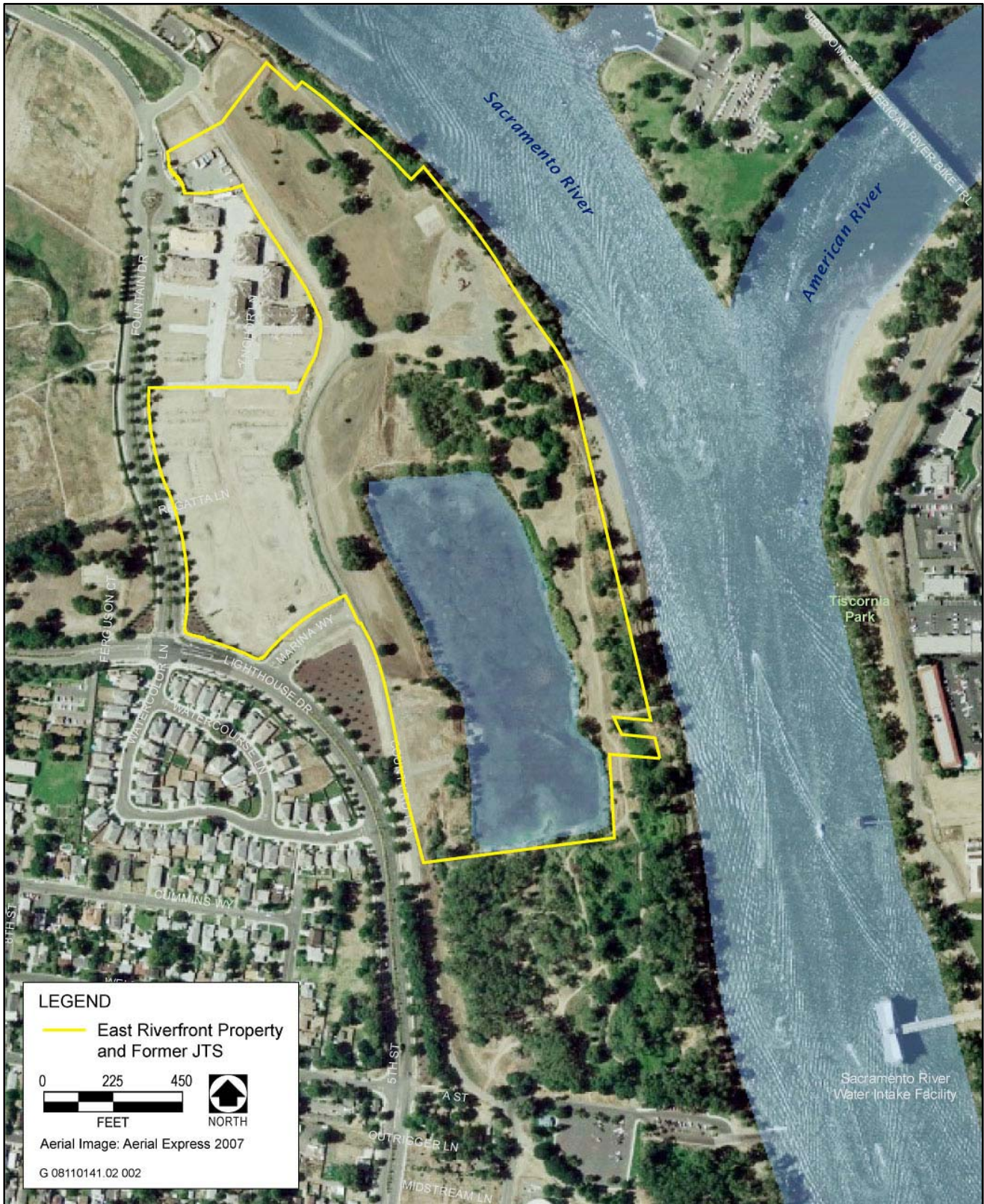


Source: Data adapted by AECOM 2010

### Project Location

### Exhibit 1-1



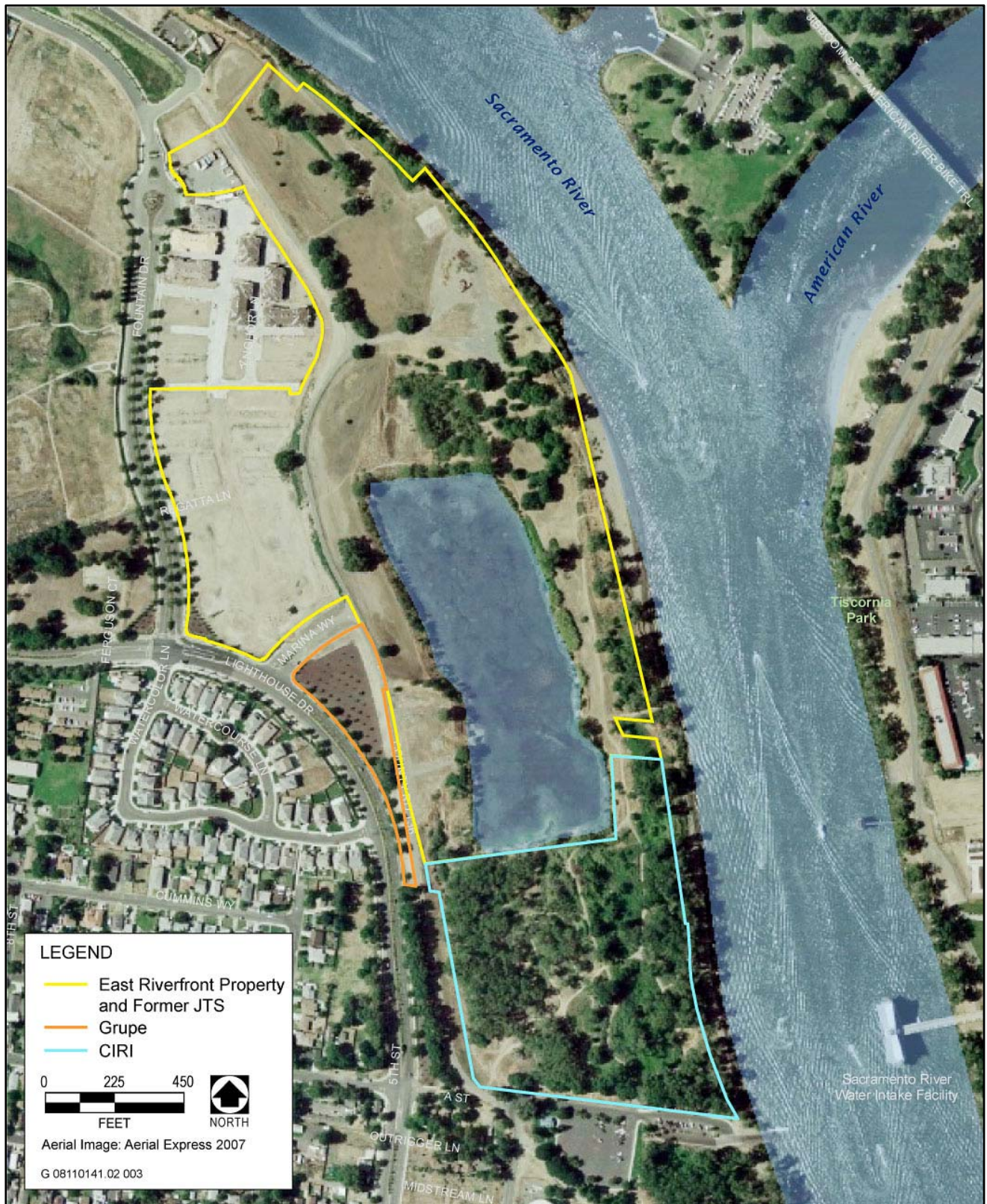


Source: City of West Sacramento 2009

### California Indian Heritage Center Location

### Exhibit 1-2





Source: City of West Sacramento 2009

### California Indian Heritage Center Location with Adjacent Parcels

Exhibit 1-3

## 1.5 SENSE OF PLACE

The sense of place for the CIHC was defined in the *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008) previously developed for the CIHC as follows:

*The California Indian Heritage Center will be a distinctive and honorable place where past, current, and future experiences and achievements of California Indians are recognized, celebrated, and shared.*

## 1.6 PURPOSE OF THE GENERAL PLAN

General plans are broad-based policy documents that provide management guidelines for a park unit by defining a framework for implementing State Parks' diverse missions of resource stewardship, interpretation, and visitor use and services. By legal mandate, every State Park in California must develop a general plan before approval of major developments. The general plan defines the purpose, vision, and long-term goals and guidelines for the management of the CIHC. A general plan typically is not a project-specific document and therefore typically does not define specific objectives, methodologies, and designs on how to accomplish its goals. However, because of the unique nature of the CIHC and because of the requirement of the Master Agreement, this General Plan includes project specific information to the degree that is available at this point in the planning process. For example, design standards and guidelines have been developed concurrently with the General Plan and are included in Appendix B, "Design Standards and Guidelines". Resources present on the site are well understood, and project level studies, such as a wetland delineation and certain species specific wildlife surveys have also been conducted. Detailed information on these resources is included in the General Plan and related project specific analysis is conducted, where applicable.

General planning provides opportunities to assess CIHC resource stewardship, facility development and management, relationships with the surrounding communities and the California Indian community, and interpretation and other services provided to the public. The General Plan provides guidelines for future land use management and designation, including land acquisition, and for the facilities required to accommodate expected visitation and provision of community-serving facilities.

The General Plan provides a comprehensive framework to guide CIHC development, ongoing management, and public use for the next 20 years or more. Because the General Plan will be in effect for so long, it must remain consistent in the vision for the future of the CIHC, general in its scope, and flexible in its proposed approaches for solving future management problems and accommodating change.

### 1.6.1 COMBINED GENERAL PLAN/EIR/TIERING

The California Environmental Quality Act (CEQA) of 1970 requires state agencies to analyze and disclose the potential environmental effects, both direct and indirect, of a proposed

discretionary action. An environmental impact report (EIR), as prepared by state and local governments, is usually a stand-alone document intended to meet the requirements of CEQA.

However, CEQA also encourages options to avoid needless redundancy and duplication, such as combining general plans and EIRs (State CEQA Guidelines Section 15166) and the use of tiering, a process where a lead agency prepares a series of EIRs or negative declarations, progressing from general concerns to more site-specific evaluations with the preparation of each new document (State CEQA Guidelines Section 15152). When the lead agency combines a general plan and an EIR, all CEQA requirements must be covered and the document must identify where the requirements are met. Please refer to the Table of Contents of this General Plan for the location of required elements of the EIR within this document.

This General Plan also serves as a first-tier EIR, as defined in Section 15166 of the State CEQA guidelines. The analysis of environmental effects of the CIHC found within Chapter 5, "Environmental Analysis," will be a reference for future environmental documents that could provide more detailed information and analysis for site-specific developments and projects. However, because the proposed developments at the CIHC and their locations within the site are well known at this time, and because existing resources have largely been inventoried and have been taken into consideration in the development of this General Plan and EIR, the EIR analyzes the General Plan at the project level wherever possible.

Actions that may result from adoption and implementation of this General Plan at some time in the future were anticipated and potential impacts resulting from these actions were analyzed. Impact minimization measures were incorporated into this General Plan as goals and guidelines, wherever possible, to help ensure that planned actions described in the General Plan, including those to be implemented in the future, will not result in significant environmental impacts.

Therefore, the CEQA analysis detailed in the EIR that accompanies this General Plan is intended to be adequate for many future actions implemented as part of site development in a manner consistent with the goals and guidelines in the General Plan. Some actions described in the General Plan may require additional CEQA analysis documentation once the project details are known, while others may simply need to implement all goals, guidelines and specific mitigation measures identified in this document to ensure they are in environmental compliance.

All projects that may be implemented in the future as a result of adopting this General Plan must be subjected to CEQA review according to CEQA Guidelines Section 15168, in light of the information in the EIR prepared for this General Plan, to determine if additional CEQA documentation is necessary. The type of additional CEQA documentation completed would be determined based on CEQA Guidelines Sections 15162–15164. When future projects requiring additional environmental review are implemented, State Parks may refer to the EIR prepared for the General Plan as a starting point for a "tiered CEQA analysis," per Section 15168 of the State CEQA Guidelines.

## **1.6.2 PURPOSE OF THE EIR**

The purpose of the EIR is to analyze and disclose the preferred alternative's effects on the environment, in accordance with Section 15168 of the State CEQA Guidelines. It discloses any significant and potentially significant effects that could result from the implementation of the General Plan. The EIR informs decision makers and the public about the environmental consequences of the adoption of the General Plan, consistent with the requirements of CEQA and State CEQA Guidelines.

## **1.7 ORGANIZATION OF THE GENERAL PLAN**

This General Plan contains the following sections:

- ▶ Executive Summary;
- ▶ Chapter 1, "Introduction";
- ▶ Chapter 2, "Existing Conditions";
- ▶ Chapter 3, "Issues and Analysis";
- ▶ Chapter 4, "The Plan";
- ▶ Chapter 5, "Environmental Analysis";
- ▶ Chapter 6, "References"; and
- ▶ Chapter 7, "Report Contributors".

### **1.7.1 EXECUTIVE SUMMARY**

The Executive Summary is a brief discussion of the General Plan's most important points. It provides the reader with a clear picture of the key issues addressed in the General Plan. The Executive Summary is a stand-alone document that provides all of the essential General Plan and EIR information.

### **1.7.2 INTRODUCTION**

Chapter 1, "Introduction" provides an overview of the CIHC, including its location, local and regional context, purpose of acquisition, and sense of place. It also explains the purpose and organization of the General Plan, required subsequent planning, the planning hierarchy used by State Parks, and describes the interagency and stakeholder involvement that took place during preparation of the General Plan.

### **1.7.3 EXISTING CONDITIONS**

Chapter 2, "Existing Conditions" describes the current physical conditions of the East Riverfront property and additional properties that could be acquired and added to the CIHC over time. It includes information on land use; significant physical, biological, cultural, aesthetic, and recreation values; and the East Riverfront property's existing relationship to the surrounding communities. Chapter 2 establishes the baseline against which proposed changes will be



evaluated. The existing conditions section also lists system-wide and regional planning influences affecting the CIHC.

#### **1.7.4 ISSUES AND ANALYSIS**

Chapter 3, “Issues and Analysis” documents the planning assumptions underlying the General Plan and identifies key issues to be addressed during the planning process. Sources of information for the issues and analysis section include the project agreement, early input from stakeholders and focus groups, issues identified in the Master Agreement, issues identified by the various stakeholder groups, issues identified during scoping, and resource-specific issues unique to the site.

#### **1.7.5 THE PLAN (GOALS AND GUIDELINES)**

Chapter 4, “The Plan” presents the purpose, vision, and guidance for the CIHC. It states the basic philosophy or management intent for the park and establishes management zones, goals, and guidelines for the overall park and for specific zones, as applicable.

#### **1.7.6 ENVIRONMENTAL ANALYSIS**

Chapter 5, “Environmental Analysis” contains the Program EIR for the General Plan. Chapter 5 includes an analysis of the environmental impacts resulting from implementation of the General Plan. Chapter 5 includes the following sections:

- ▶ Section 5.1, “Introduction”;
- ▶ Section 5.2, “EIR Summary”;
- ▶ Section 5.3, “Project Description”;
- ▶ Section 5.4, “Environmental Setting”;
- ▶ Section 5.5, “Environmental Effects Eliminated from Further Analysis”;
- ▶ Section 5.6, “Environmental Impacts and Mitigation”;
- ▶ Section 5.7, “Other CEQA Considerations”; and
- ▶ Section 5.8, “Alternatives to the Proposed Plan”.

#### **1.7.7 REFERENCES**

This section lists all written sources, organizations and persons consulted in the preparation of the General Plan.

#### **1.7.8 REPORT CONTRIBUTORS**

This section lists all contributors to the preparation of the General Plan.

### **1.7.9 APPENDICES**

In addition to the sections described above, the General Plan contains the following technical appendices:

- ▶ Appendix A, “Master Agreement and Amendment 1”
- ▶ Appendix B, “Design Standards and Guidelines”
- ▶ Appendix C, “Senate Bill No. 2063”
- ▶ Appendix D, “Phasing Diagrams”
- ▶ Appendix E, “Transportation Study”
- ▶ Appendix F, “Scope of Collections Statement”
- ▶ Appendix G, “Native American Consultation”

## **1.8 SUBSEQUENT PLANNING**

Major programs and projects that will be implemented during the lifespan of the General Plan will require additional planning. Examples of future planning efforts include preparing specific resource management plans to protect sensitive resources or developing site-specific area development plans for new facilities to determine how facilities will relate to their surroundings and to the CIHC in general.

Future planning efforts also include the preparation of project-specific environmental compliance documents for implementation of management plans and subsequent development projects. These documents will tier off and be consistent with the General Plan’s Program EIR. Securing any permits required for future implementation projects will also be part of subsequent planning actions.

Finally, the General Plan might need to be amended if new developments or major commitments of resources are proposed for areas not covered in this plan or if circumstances change, making facts and findings in this plan no longer accurate.

## **1.9 PLANNING PROCESS**

### **1.9.1 PLANNING HIERARCHY**

Several key elements of the State Parks planning process provide a framework for establishing the park and directing how the park is managed. Key elements of the planning hierarchy are described below.

#### **State Parks and Recreation Mission**

The mission sets the fundamental parameters within which State Parks acquires and manages its units. State Parks’ mission 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.*

### **Classification**

Park management and direction is further guided by the park unit's classification. The existing State Indian Museum (classified as a State Park) will be relocated from its location in the city of Sacramento to the city of West Sacramento and will be renamed as the California Indian Heritage Center. The renamed unit will remain classified as a State Park.

### **Statement of Purpose**

The statement of purpose is a unique broad statement of direction that is specific to the CIHC. A statement of purpose for the CIHC was adopted in October 2003 as part of a previous planning effort for the CIHC. The statement of purpose is included in Chapter 4.

### **Park Vision**

The vision statement describes the future desired outcome of the CIHC. It expresses what the CIHC will ultimately be and look like and what kind of experiences should be available to the visitor. The CIHC vision was developed as part of a prior planning process resulting in a document titled *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007). The park vision is included in Chapter 4.

### **Site and Facility Masterplanning Principles**

The Site and Facility Masterplanning Principles were developed by CIHC Advisory Group members (see Section 1.9.2.1, "CIHC Core Advisors", below) during workshops conducted in 2006. The principles build on the CIHC vision and guided the development of the Concept Masterplan. The Site and Facilities Masterplanning Principles are unique to the CIHC; they are included in Chapter 4.

### **Senate Bill 2063**

In August 2002 Senate Bill (SB) 2063 established the "California Indian Cultural Center and Museum Task Force" within the California Department of Parks and Recreation (State Parks) to advise and present recommendations for the development of the CIHC, including its location, design, content, and governance structure. A copy of Senate Bill 2063 is included in Appendix D.

## **1.9.2 MASTER AGREEMENT WITH THE CITY OF WEST SACRAMENTO**

On June 18, 2008, State Parks entered into a Master Agreement with the Redevelopment Agency of the City of West Sacramento and the City of West Sacramento for the development of the CIHC. The Master Agreement guides planning for the East Riverfront property and includes specific provisions for community involvement, CEQA review, ownership, planning,

design and construction, flood protection, park management, and general provisions. The Master Agreement was amended in July 2010 to allow additional planning time. Copies of the Master Agreement and Amendment 1 are included in Appendix A.

### **1.9.3 INTERAGENCY AND STAKEHOLDER INVOLVEMENT**

The CIHC is located in the City of West Sacramento on the west bank of the Sacramento River. Planning for the site requires close coordination with a variety of agencies and stakeholders. State Parks obtained interagency input through a variety of venues, including agency scoping as part of the environmental review process, and in-person meetings between members of the planning team and agency and stakeholder representatives. The following agencies provided written input or were consulted in person:

- ▶ California Department of Transportation (Caltrans)
- ▶ City of West Sacramento (COWS) (various departments including Redevelopment, Parks and Recreation, Public Works, Community Development, and the City Manager's office)
- ▶ California Department of Fish and Game (DFG)
- ▶ Yolo Natural Heritage Program (YNHP)
- ▶ California Department of Water Resources (DWR)
- ▶ U.S. Army Corps of Engineers (USACE)
- ▶ U.S. Fish and Wildlife Service (USFWS)
- ▶ National Marine Fisheries Service (NMFS)
- ▶ California State Lands Commission (SLC)
- ▶ Central Valley Flood Protection Board (CVFPB)
- ▶ California Department of Boating and Waterways (DBW).

Outreach to other stakeholders included a presentation to neighborhood groups at community meetings, presentations to the COWS Chamber of Commerce, Rotary, and meetings with local elected officials. A community liaison was specifically responsible for reaching out to the community in the city of West Sacramento.

In addition, several specific stakeholder groups have been involved with the various stages of planning for the CIHC, including the General Plan. These include the following groups.

### **CIHC Core Advisors**

The CIHC Core Advisors are subject matter specialist, largely comprised of California Indian people, appointed by State Parks. Most of the Core Advisors have been involved with the CIHC project since its inception. They advise State Parks on key planning issues to ensure that California Indian values are reflected in all aspects of CIHC planning. The planning team conducted numerous consultations and meetings with the Core Advisors in the development of the Developing Vision and the Concept Masterplan. In addition, the planning team held three focus meetings with select representatives from the original group of Core Advisors to solicit input on various phases of General Plan development, including the overall process, alternatives development, and refinement of the preferred alternative.

### **CIHC Task Force/CIHC Foundation**

The CIHC Task Force was formed under Senate Bill 2063 to assist State Parks in realizing the CIHC initiative. Specifically, the Task Force was created to advise State Parks on the location, preliminary interpretive and architectural planning, marketing and fundraising, and the overall plan for the CIHC. The Task Force was involved with site selection and developing previous planning documents such as the Concept Masterplan and the Developing Vision. In 2010, CIHC incorporation documents were filed with the Secretary of State's office to create a nonprofit foundation supporting planning and development of the CIHC. The CIHC Foundation has been formed and held three board meetings during the development of the General Plan. The CIHC Foundation Board of Directors is also providing input in the development of a Business Plan for the CIHC (AECOM 2010), which is being prepared concurrently with the General Plan.

### **City of West Sacramento Community Advisory Group**

The City of West Sacramento Community Advisory Group (COWS CAG) was appointed by the Mayor of West Sacramento and the State Parks Capital District superintendent to represent diverse aspects of the community such as education, local neighborhoods, and local planning groups and departments. The COWS CAG was newly formed at the beginning of the General Plan process and was required in the Master Agreement between COWS and State Parks. The main purpose of the group is to represent the concerns and opinions of the local community. The planning team conducted four focus meetings with the COWS CAG in support of the General Plan. The meetings took place shortly before each of the public meetings described below. The purpose of the COWS CAG meetings was as follows:

**Meeting 1:** Define roles and responsibilities; outline the planning process; solicit early input on issues and concerns in the community.

**Meeting 2:** Review and provide feedback on alternatives developed for the General Plan.

**Meeting 3:** Review and provide feedback on the preferred alternative.

**Meeting 4:** Discussion of issues raised during briefing of City Council prior to release of the public draft Preliminary General Plan/Draft EIR.

**Meeting 5:** Follow up after Presentation of Preliminary General Plan/Draft EIR to COWS City Council in January 2011.

### **Statewide Native American Community Stakeholders**

Because of the unique importance of the CIHC to the Native community, the General Plan process included a focused outreach component to California Native American tribes. At the start of the planning process, three outreach meetings were held at the following dates and locations:

- ▶ Viejas Tribal Office, Alpine, CA (January 12, 2010)
- ▶ Yocha Dehe Community Center Gathering Hall, Brooks, CA (January 14, 2010)
- ▶ Potawot Health Village, Arcata, CA (January 20, 2010)

Once a preferred alternative had been developed, members of the planning team presented the project at a wide variety of venues including tribal council meetings, tribal events, the California Indian Conference, and a number of other events at which many California Indians gather to share ideas and programs. The focused outreach ensures that the “Native voice” is an integral part of any planning process related to the CIHC.

## **1.9.4 PUBLIC INVOLVEMENT**

Public input is an important component of the general planning process. It is sought at the very beginning and throughout the planning process for a variety of reasons. The people of California have entrusted State Parks to manage natural and cultural resources and provide recreational opportunities within California’s designated State Parks. Constituency building is needed to ensure the public’s support for their local State Parks. In the case of the CIHC, public involvement also focused on the local communities because of the location of the project site within the urban community of West Sacramento. A variety of methods, such as public meetings, two project web pages, postings on COW’s website and periodic mailings were used to identify interested parties, inform them about the planning process, and identify their issues and concerns. In addition, articles about the CIHC and the General Plan process were featured in local newspapers such as the *West Sacramento News-Ledger* and the *East Sacramento News*. Public notices of the scoping meeting were placed in the *News-Ledger* (January 20, 2010), the *West Sacramento Press* (January 20, 2010), and the *Sacramento Bee* (January 16, 2010).

### **Public Meetings**

The planning team held four public meetings in support of the General Plan. All meetings took place at the West Sacramento City Hall Galleria located at 1110 West Capitol Avenue, West Sacramento, CA 95691. The format and purpose of each public meeting is described below.

**Public Meeting 1:** This meeting was held on January 26, 2010. The format of the meeting included a PowerPoint presentation of the CIHC project to date, explanation of the General Plan process, and presentation of the anticipated schedule. The presentation was followed by an

open forum for questions and answers. This first public meeting also served as a CEQA scoping meeting.

**Public Meeting 2:** This meeting was held on May 27, 2010. The format of the meeting was an open house to present five alternatives developed by the planning team. Participants were encouraged to express their likes or concerns about the specific elements of the alternatives.

**Public Meeting 3:** This meeting was held on June 10, 2010. The format and content of the meeting was the same as Public Meeting Number 2.

**Public Meeting 4:** This meeting was held on July 28, 2010. The format was a presentation of the preferred alternative and proposed phasing of the project followed by an open forum for questions and answers.

### **Project Web Pages**

The CIHC Web page includes information about all aspects of the CIHC. The site can be accessed at <http://www.CIHC.parks.ca.gov>.

A separate Web page was developed specifically for the General Plan. This Web page contains information about the planning process, links to background reports and documents, contact information for planning team members, and announcements of upcoming meetings. In addition, all materials used during public meetings (e.g., PowerPoint presentations, graphics, handouts) are posted on the planning Web site along with summaries of comments received to enable interested members of the community to follow the planning process closely, even if they are unable to attend the public meetings. The General Plan Web page can be accessed at [http://www.parks.ca.gov/?page\\_id=26094](http://www.parks.ca.gov/?page_id=26094). The Preliminary General Plan/Draft EIR and Final General Plan/Final EIR and materials related to the State Parks Commission Hearing on the General Plan and EIR will also be posted on this website, when available.

### **Mailing Materials**

Mailing materials used to announce upcoming meetings included e-mails, postcards, flyers, newsletters and postings on the General Plan Web page.

*This page is intentionally left blank.*





View to the east across the Sacramento River from the CIHC

*This page intentionally left blank.*

---

## CHAPTER TWO: EXISTING CONDITIONS

---

Chapter 2 establishes the baseline against which proposed changes that would result from implementation of the General Plan are evaluated. This chapter provides a description of the current physical conditions of the East Riverfront property, former JTS Communities property (Regatta at the Rivers) and the two additional properties that could be acquired and added to the CIHC over time. It includes information on land use, significant physical, biological, cultural, and aesthetic resources, and recreation values. It also summarizes the California Indian Heritage Center's (CIHC's) relationship to the surrounding community and lists California State Parks' (State Parks') systemwide and regional planning influences affecting the CIHC.

### 2.1 LAND USE AND FACILITIES

#### 2.1.1 LAND USE

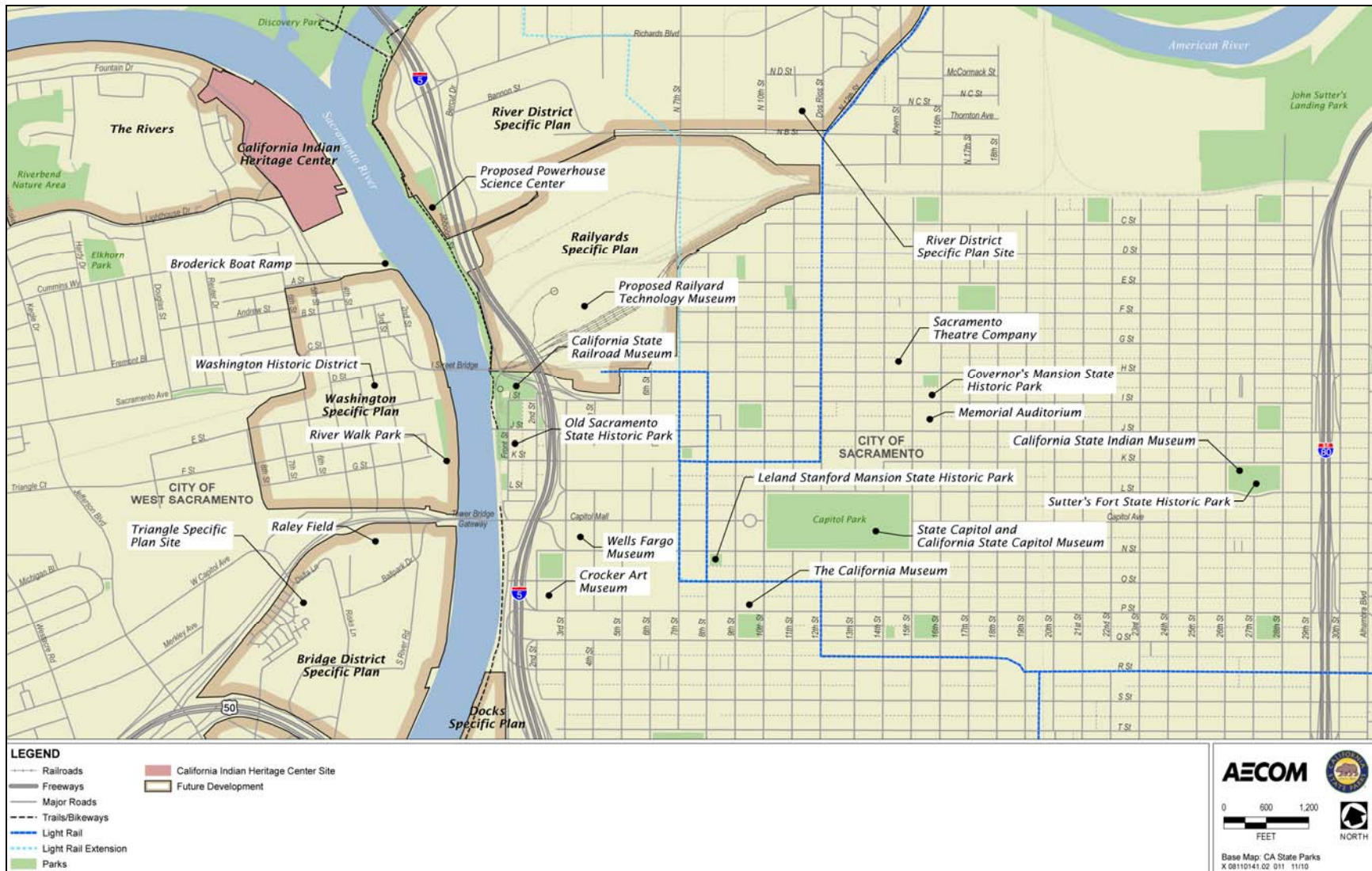
The CIHC will be developed on the 43-acre East Riverfront property and recently acquired 7.91-acre former JTS parcel. The CIHC project site is located in the city of West Sacramento in Yolo County and is bordered by the Sacramento River to the east, various subdivisions to the north and west, and an undeveloped parcel known as the Cook Inlet Region, Inc. (CIRI) property to the south. The Grupe property forms part of the western boundary of the site. The CIRI and Grupe properties may be added to the CIHC over time; however there are no commitments to purchase these properties at this time.

Current land use designations for the project site and surrounding properties are identified in the City of West Sacramento's (COWS's) general plan (COWS 2009: Figure 2-4). The East Riverfront, JTS, CIRI and Grupe properties are all zoned WF Waterfront. Nearby properties to the west and south are zoned PQP Public Quasi Public, R-2 Residential, R1-A Residential-One Family (A), and RP Recreation-Parks.

The East Riverfront property is currently undeveloped and characterized by mature riparian vegetation along the Sacramento River. A large artificially created pond occupies much of the southern half of the property, and ruderal and grassy areas with scattered trees characterize the northern half of the property. The former JTS property was previously graded in preparation for condominium development and is essentially fallow, with the exception of limited areas of landscaping along Fountain Drive and at the intersection of Fountain Drive and Lighthouse Drive.

#### 2.1.2 RECREATION FACILITIES

Recreation facilities in the region include local, neighborhood parks and county parks, and other parks administered by State Parks. Recreation focuses on visiting local attractions, such as museums, State parks and the Sacramento and American Rivers. Exhibit 2-1 shows the relative location of the CIHC to other nearby parks and destinations.



CIHC Project Context

Exhibit 2-1



## **State Parks near the CIHC**

### ***State Indian Museum State Historic Park***

The State Indian Museum (SIM) displays exhibits and artifacts illustrating the cultures of the state's first inhabitants. California Indian cultural artifacts on display include basketry, beadwork, clothing, and exhibits about the ongoing traditions of various California Indian tribes. A section of the museum features a hands-on area, where visitors can try using Indian tools, such as the pump drill, which is used for making holes in shell beads and other materials. SIM is located in downtown Sacramento, approximately 3 miles east of the CIHC site. As part of implementation of this General Plan, the exhibits, programs and staff from the SIM will move to the CIHC.

### ***Sutter's Fort State Historic Park***

Sutter's Fort was the Sacramento Valley's earliest European settlement. Self-guided tours of the fort explain unique museum exhibits including carpentry and blacksmith shops, a bakery, a dining room, and living quarters. This State Historic Park is located in the center of Sacramento immediately adjacent to the SIM and has an extensive schedule of "Living History" events throughout the year. The city block containing the SIM and Sutter's Fort is an urban park with walking paths and picnic areas.

### ***Leland Stanford Mansion State Historic Park***

The Leland Stanford Mansion is an example of the Victorian era in California. The 19,000-squarefoot mansion was originally built in 1856 by Gold Rush merchant Sheldon Fogus and was later purchased and remodeled by Leland and Jane Stanford. Leland Stanford served as Governor of California from 1862 to 1863 and was also President of the Central Pacific Railroad. The mansion served as the office of three governors (i.e., Leland Stanford, Fredrick Low, and Henry Haight) during the turbulent 1860s. The mansion currently serves the citizens of California as the state's official reception center for leaders from around the world. Docent guided public tours of the State Historic Park are offered year round. Leland Stanford Mansion State Historic Park is located in midtown Sacramento.

### ***Governor's Mansion State Historic Park***

The Governor's Mansion is a regal Victorian mansion and was home to 13 of California's governors from 1903 to 1967. The mansion is filled with historic furnishings, 14-foot ceilings, chandeliers, Persian carpets, and Italian marble fireplaces. Mansion guides tell stories of California's governors and their families. The Governor's Mansion is located in midtown Sacramento.

### ***California State Railroad Museum***

The California State Railroad Museum (CSRM) houses one of the finest collections of historic railroad engines in the world. The museum showcases how railroads and their diverse workforce shaped the lives and culture of Californians. The CSRM is the prime tourist attraction in Sacramento and is located in Old Sacramento State Historic Park, across the river and slightly

south of the CIHC. CSRM is a complex of buildings and programs including a 17-mile right-of-way and operating excursion trains.

### **California State Capitol**

The State Capitol has been the home of the California Legislature since 1869. Between 1975 and 1981, the State Capitol underwent a major renovation that restored much of the building's original look. The building features exhibits and tours and occasional opportunities to watch the legislators debate a bill or cast a vote.

### **City of West Sacramento Parks and Facilities**

Information on existing and proposed park facilities in the city is based on the *West Sacramento General Plan Public Review Draft Background Report* (COWS 2009). According to this report the city has 33 parks, plazas, and playfields, totaling approximately 144 acres. The parks consist of two community parks, 14 neighborhood parks, five mini-parks, recreation corridors/linear parks and urban parks/plazas. The City envisions future development of a State Park (the CIHC), a central park, with a riverfront trail and promenade system (traversing the CIHC site), three community parks, several neighborhood parks, one mini-park, additional recreation corridors, and multiple special facilities.

The three existing park facilities closest to the CIHC are the Broderick Boat Ramp, Riverwalk Park, and Elkhorn Park. Each facility is briefly described below.

#### **Broderick Boat Ramp**

The Broderick Boat Ramp is located south of the CIHC at the intersection of A and 4th Streets. The facility is open to the public and available to fishermen and recreational boaters on the Sacramento or American Rivers. The 4-acre site includes a boat dock, picnic areas, parking and restrooms.

#### **Riverwalk Park**

Riverwalk Park extends along the west bank of the Sacramento River from West Capitol Avenue to E Street. It is considered a special facility and covers 4 acres. The park includes a promenade along the river; picnic area; the grand staircase near the Ziggurat building, which is used for special events; Veteran's Plaza; Union Square; and walking paths. The Sacramento Riverfront Master Plan (2003) envisions an eventual extension of the park to the I Street Bridge. The extension would cross the CIRI and East Riverfront properties.

#### **Elkhorn Park**

Elkhorn Park is located at the intersection of Cummings Way and Greenwood Avenue. It is considered a neighborhood park and covers 5.2 acres. The park includes a baseball backstop, a half soccer field, a picnic area, barbeques, horseshoe pits, a tot lot, and a play structure.

## Other Regional Recreational Facilities

### ***Discovery Park/American River Parkway***

The county park closest to the CIHC is Sacramento County's Discovery Park, located immediately across the Sacramento River. Discovery Park encompasses the confluence of the American and Sacramento Rivers. No direct connection exists across the river between these two areas; however, the distance by road, via the I Street Bridge, is approximately 2 miles. Uses within the 302-acre Discovery Park include boating access from a boat ramp, biking on a path that extends south along the Sacramento River and east along the American River, swimming, archery competitions, softball games, fishing, and picnicking. Discovery Park is located partially within the city of Sacramento and partially in the unincorporated portions of Sacramento County. During the winter, Discovery Park may be underwater during flood events. The park is part of the Sacramento area flood control system and is designed to allow flooding to take pressure off the American River during high water periods.

Discovery Park is the starting point of the 23-mile American River Parkway, a regional attraction enjoyed by more than 5 million visitors annually (Sacramento County Parks 2010). The parkway is a long linear park along both banks of the American River from its confluence with the Sacramento River to Folsom Lake in the foothills of the Sierra Nevada. The American River Parkway includes the 32-mile paved American River Bike Trail and opportunities to fish, boat and raft, picnic, golf, and take guided natural and historic tours. In addition to Discovery Park, access to the parkway is available at various points in local neighborhoods, and from access points along U.S. Highway 50.

### **Private Recreation Facilities**

The Riverbend Nature Area to the west of the CIHC is a privately held open space available to residents of the Rivers community only.

## 2.2 LAND USE AND FACILITIES AT THE CIHC

### **2.2.1 PARKWIDE LAND USE**

The East Riverfront property is currently undeveloped. It contains vestiges of previous uses (such as paved areas) and remnant footings from demolished structures, including portions of a boat ramp formerly located on the site. A large pond in the center of the site was excavated as a borrow pit during the development of the now abandoned Lighthouse Marina project. The former JTS property is undeveloped and vacant.

### **Visitation**

The CIHC is not yet a park unit so no site user survey has been conducted; therefore, park visitation data is unavailable at this time. However, cyclists and pedestrians passing through on the levee road use the CIHC site for walking and accessing the river. The site is also used for unauthorized camping by a transient population, and for fishing access.

### **Visitor Access**

Marina Way is currently the primary access to the East Riverfront property. Vehicular access to the site is prohibited; a locked gate at the end of Marina Way marks the western entrance to the site. The East Riverfront property is also accessible by walking or biking along the levee road. Pedestrians can also access the site via informal foot paths traversing the CIRI property. The former JTS property is accessible from Lighthouse Drive/Marina Way, Fountain Drive and Regatta Lane (Exhibit 1-2).

### **Visitor Opportunities**

#### ***Bicycling/Walking***

Although not marked, the levee road skirting the western boundary of the East Riverfront property currently serves as an informal pedestrian and bike path. Walkways along Marina Way, Lighthouse Drive, and Fountain Drive provide access to the former JTS property, and are described in more detail in the Transportation Study (Appendix E).

#### ***Boating***

Visitors can view the East Riverfront property and adjacent CIRI property while boating on the Sacramento River. Although there currently is no improved access to the site from the water, boaters can dock and launch their watercraft at the Broderick Boat Ramp to the south. Other nearby boat launch sites include Discovery Park across the Sacramento River and Miller Park to the south.

## **2.2.2 RECREATION**

The East Riverfront property is not officially used for recreation. Although informal recreational uses have been observed, no quantitative data on current uses exists. For a more detailed overview of regional and statewide recreation trends, please review Section 2.7.5.

## **2.2.3 FUTURE OPPORTUNITIES**

Future opportunities at the East Riverfront property and former JTS property entail the incorporation of community-serving facilities with those of the State Park, making the CIHC a place that serves visitors on many levels. Various projects proposed in the region provide opportunities to attract visitors interested in a broad range of experiences. Other developments in the region currently under consideration include pedestrian and bicycle access across the river to link to the city of Sacramento to Old Sacramento State Historic Park and the proposed Powerhouse Science Center along the Sacramento waterfront. Further development of elements envisioned in the Waterfront Master Plan includes redevelopment of the Rail Yards project in the city of Sacramento, excursions up and down the Sacramento River via boat, a railroad excursion line connecting Old Sacramento State Historic Park to the Sacramento–San Joaquin Delta (Delta), a new 300-room hotel proposed adjacent to the Tower Bridge in West Sacramento, and other, yet unknown, opportunities.



## 2.2.4 FACILITIES

The East Riverfront property is currently vacant and does not include any developed facilities at this time. The former JTS property is also undeveloped. It includes a limited amount of landscaping, and a small street (Regatta Lane).

## 2.2.5 UTILITIES

No utilities currently exist on the East Riverfront property, but are available in adjacent residential development and on the former JTS property. These utilities will be extended onto the East Riverfront property as part of the development of the CIHC. The city of West Sacramento's water system is intended to serve all areas within the city limits. The closest water main is located along Lighthouse Drive immediately to the west of the East Riverfront, Grupe and former JTS properties.

In 2007, COWS connected to the Sacramento County Regional Sanitation District treatment plant, which provides treatment for the area. The closest sewer collection line is located within the Lighthouse Drive right-of-way. The Pacific Gas and Electric Company (PG&E) provides electrical and natural gas service to the area. Electric and natural gas distribution lines in the area are underground.

## 2.3 SIGNIFICANT RESOURCE VALUES

### 2.3.1 PHYSICAL RESOURCES

Information on the physical and biological resources on the East Riverfront property is largely based on information in the *Preliminary Environmental Evaluation of the East Riverfront Property* (California State Parks 2007). This environmental evaluation drew information from technical studies previously prepared in support of various projects proposed on the property.

#### Topography

The East Riverfront property is characterized by relatively flat topography within the floodway of the Sacramento River. The northern portion of the property, where buildings are proposed, occupies the highest ground on the riverside of the levee. Elevations range from 25 to 37 feet above mean sea level (msl), with a high area around 40 feet msl. The top of the river levee in this area is at 36–39 feet msl (California State Parks 2007:22). The borrow pit/pond is approximately 30 feet deep, with steep sides and no apparent outlets. Water levels in the borrow pit/pond fluctuate with the water level in the Sacramento River.

#### Geology

The East Riverfront property is located in the central portion of the Great Valley Geomorphic Province (GVGP), a northwest-trending, relatively flat, alluvial plain extending from the Klamath Mountains in the north to the Tehachapi Mountains in the south, the Sierra Nevada to the east, and the Coast Ranges to the west. The GVGP is an elongate structural trough that has been

filled with a thick (more than 10,000 feet) sequence of sediments, mostly derived from the erosion of the Sierra Nevada, and some input from the Coast Range to the west. The sediments are a mixture of gravel, sand, silt, and clay up to thousands of feet thick.

The geologic formation underlying the site is mapped as Holocene alluvium (channel and levee deposits), consisting of unweathered gravel, sand, and silt deposited by present-day stream and river systems (Helley and Harwood 1985). These deposits form natural levees along the main course of the Sacramento and American Rivers. The area between the levee and the Sacramento River consists predominately of loose sand and silt.

The U.S. Army Corps of Engineers (USACE) constructed a levee along the western boundary of the East Riverfront property, consisting of predominantly loose- to medium-dense silty sand and medium-stiff to stiff sandy silt and clayey silt to depths of about 16–18 feet below the levee crest, as reported in the *Geotechnical Investigation Report* (Kleinfelder 2003). Materials encountered below the levee material are described as alternating layers of very loose- to medium-dense silty sand and very soft to stiff sandy silt and clayey silt down to approximate elevations of 0 to -10 feet msl. Layers of loose to dense sand and silty sand and very dense gravelly sand were predominantly encountered between about -5 feet msl and the maximum depth explored (99.5 feet below existing site grade or approximately elevation -60 feet msl).

### **Regional Geologic History**

The sediments of the Great Valley sequence were deposited during the Upper Mesozoic era (approximately 70–165 million years Before Present) in a basin between an evolving volcanic island arc to the east and an accretionary prism to the west. The source of the sediments for the Great Valley sequence was the ancestral Sierra Nevada and Klamath Mountains, with little input from the accretionary prism to the west (Williams 1993). Some sediment was deposited under freshwater or shallow saline water conditions (marsh and delta environments) along the edges of the sea. Subsequent downwarping and continued infilling created the deep sedimentary basin. After uplift of the Coast Ranges (Late Cretaceous Period approximately 100 million years ago) the sea receded, allowing more terrestrial sediment deposition. Deposition continues today as rivers flow across the Great Valley.

### **Mineral Resources**

Mineral resources associated with the alluvial floodplain deposits include sand and gravel for construction materials. The borrow pit/pond was mined for fill materials used to build the adjacent Lighthouse subdivision.

### **Faults and Seismicity**

The Sacramento area and the site are in an area of relatively low seismicity, but two notable events have occurred in the area. The Vacaville-Winters Earthquake of 1892 included two shocks with Richter magnitudes of 6.4 and 6.2; and the 1975 Oroville Earthquake registered a Richter magnitude 5.7, with two aftershocks of 5.2 and 5.1. The damage in Sacramento County from the Winters quake was limited to statues falling from building tops and cracks in chimneys

(Sacramento County 1993). This earthquake is thought to have occurred on the Coast Range/Sierran Block Boundary Zone (CRSBBZ) Fault. Earthquakes occurring within this zone are characterized as “blind thrusts” in reference to their orientation and the lack of surface expression or rupture both before and after an earthquake (Wallace Kuhl 1997).

The nearest seismic sources that may affect the site are the Dunnigan Hills (Zamora) Fault, located 19 miles northwest of the project site; the Foothills Fault System, a complex of faults that occur along the Sierra Nevada foothills from Oroville (Oroville Earthquake source) to Mariposa, which includes the Bear Mountain Fault, located approximately 22 miles east of the site; and the Green Valley Fault, located 42 miles southwest of the site. Large earthquakes on the Rodgers Creek Fault Zone (58 miles southwest), the Hayward Fault (62 miles southwest), and the San Andreas Fault (79 miles southwest) could also affect the site. The 1906 San Francisco earthquake generated little shaking in Sacramento County and damage locally was limited to minor cracks in a local post office and jail. Similarly, Sacramento County suffered little damage from the October 17, 1989, Loma Prieta earthquake (7.1 magnitude), which was felt over an area covering 400,000 square miles from Los Angeles to the California-Oregon border (Sacramento County 1993).

### **Soils**

According to the environmental site assessment report (Wallace Kuhl 1997) the U.S. Department of Agriculture soils map indicates that the near-surface soils are mapped as Lang sandy loam. The Lang soil unit occurs on alluvial fan deposits. The Geotechnical Investigation Report evaluated a previously proposed levee relocation at the site. Their borings encountered surficial deposits of sands and silts, as described above. A site visit by State Parks staff confirmed that the surface deposits are fine to medium sand with some silt.

The area described as the “former river inlet” is located in the portion of the site north of the existing paved area. This inlet was reportedly filled during the late 1960s to 1976. A 1971 aerial photo shows filling in progress, including angular materials, most likely concrete rubble (Wallace Kuhl 1997). This material could be encountered during excavation or pile driving for the proposed buildings.

### **Paleontological Resources**

No known paleontological resources have been documented on the East Riverfront property. The alluvial materials are of recent geologic age and would not contain fossilized organisms.

### **Hydrology and Water Resources**

#### ***Watershed***

The Sacramento River watershed encompasses approximately 27,210 square miles. The CIHC project site is located within the southern portion of the watershed. Approximately 45 miles to the south, the Sacramento River joins with the San Joaquin River and the Delta system. The CIHC project site is located in a leveed reach of the lower Sacramento River downstream of the freely meandering reach above Colusa to the north. In the reach containing the CIHC project

site, the river channel is naturally confined from migration by the presence of erosion-resistant, clay-rich deposits of prehistoric flood basins nearby (State Lands Commission 1996).

### **Surface Water Features**

The Sacramento River borders the property to the east; its confluence with the American River is located across the river. The southern portion of the property contains a large human-made pond, which is a remnant borrow pit from the Lighthouse Marina housing development north and west of the site.

### **Flooding**

Storm events in past years (1982–83, 1986–87, 1993, 1996, 2005–06) have caused record flood flows and precipitation peaks in the Sacramento and American River Basins.

The Sacramento River Flood Control Project, designed and built by the U.S. Army Corps of Engineers (USACE), consists of a system of levees, weirs, bypasses, and pumping plants. The two major weirs upstream of the project area are the Fremont Weir near Knights Landing and the Sacramento Weir located north of the East Riverfront property. When flows in the Sacramento River exceed 55,000 cubic feet per second (cfs), the excess flow spills into the Fremont Weir and then into the Yolo Bypass. The Sacramento Weir was designed to relieve flood flows on the Sacramento River caused by high inflows from the American River. At times of high Sacramento and American River flood flows, the Sacramento Weir occasionally causes a reversal of the direction of flow from the American River up the Sacramento River and into the Yolo Bypass via the weir (State Lands Commission 1996).

The flood-control facilities protecting West Sacramento along the Sacramento River were designed and constructed based on rainfall data collected during the first half of the 20th century. However, since 1950, the American River watershed has experienced five floods larger than any recorded in the pre-1950 period, with the floods of 1986 and 1997 the highest of record. As these floods have been added to the record, hydrologists have steadily downgraded their determination of the level of flood protection that the Sacramento region's flood defense system provides. Therefore, the earlier hydrologic studies of the American River are inaccurate and existing Federal Emergency Management Agency (FEMA) floodplain maps are invalid.

FEMA is currently in the process of reevaluating the level of flood protection provided by the levee system protecting the city. The city is currently designated as falling under Zone X, meaning it has less than a 1% chance of flooding in any given year (100-year flood protection). If the city is remapped out of Zone X and into a zone with higher level of flood risk (A, AE, AR, or

A-99 Zone<sup>1</sup>), flood insurance would become mandatory and development within the city would be constrained.

In response to the flood risk to West Sacramento, the West Sacramento Flood Control Agency (WSAFCA) is proposing the West Sacramento Levee Improvement Program (WSLIP) to improve the levees in Yolo and Solano Counties that protect the city of West Sacramento. Two early implementation projects (EIPs) are currently proposed as part of the WSLIP, the CHP Academy site, located on the Sacramento Bypass levee 2.3 miles west of the CIHC, and The Rivers site, located on the Sacramento River North Levee, approximately 0.4 mile upstream from the East Riverfront property. Levee deficiencies at the site of the Rivers EIP include geometry, stability, through-seepage, and under-seepage. A range of alternative levee improvements are proposed at The Rivers site, including slope flattening combined with slurry cutoff walls or sheet pile walls.

Over the lifetime of the WSLIP project, the levee traversing the East Riverfront property will be evaluated and upgraded. The extent of potential deficiencies, needed level of improvement, and timeframe for implementation are currently unknown. During preparation of the General Plan, the planning team closely coordinated with the agencies involved in the WSLIP on several occasions to ensure consistency among the planning efforts and to determine anticipated implications for the General Plan.

The majority of the East Riverfront property is located on the riverside of the levee and therefore within the floodplain of the Sacramento River. This portion of the project site is designated as flood zone AE and has a 1% chance of experiencing a flood each year and would be covered by floodwater during a base flood. The base flood elevation (100-year) is 31 feet NGVD 29 (National Geodetic Vertical Datum of 1929, the datum used to determine the starting point for measuring elevations) (FEMA 1995). At high water stages the portion of the site located on the riverside of the levee could be inundated.

A hydraulic analysis study was previously conducted to assess the potential impact of relocating the levee in the vicinity of the East Riverfront property to accommodate a proposed new residence for the Governor of California (NHC 2003). The conclusion was that the new levee and additional fill in the floodway would potentially raise the flood elevation by 0.05 feet, which was considered insignificant. This project has since been abandoned.

---

<sup>1</sup> Zone A FEMA-defined flood zone subject to inundation by the 1-percent-annual-chance flood event generally determined using approximate methodologies. No base flood elevations or flood depths are shown.  
 Zone A-99 Area defined by FEMA as subject to inundation by the 1-percent-annual-chance flood event, but which will ultimately be protected upon completion of an under-construction Federal flood protection system.  
 Zone AE Level of flood protection defined by FEMA as a 1% chance of experiencing a flood each year. The base flood elevation is shown.  
 Zone AR Areas that result from the decertification of a previously accredited flood protection system that is determined to be in the process of being restored to provide base flood protection.  
 Zone X Area defined by FEMA as the area determined to be outside the 500-year flood and protected by levee from 100-year flood.

Another study (Smith 1986) concluded that the Lighthouse Marina project, as it was then planned, would have a very small effect on the river stage, only raising it 0.01 foot above current elevations, even without removal of brush along the project shore. Removal of the brush, however, was recommended to provide improved hydraulic conveyance in this flood control channel.

Prior to construction of the CIHC, State Parks (State Parks) will assess the potential of the project to impact flood capacity and ensure that the project meets all permitting requirements of the USACE, Department of Water Resources (DWR) and the Central Valley Flood Protection Board (CVFPB).

**Water Quality**

The Central Valley Regional Water Quality Control Board (Central Valley RWQCB) is responsible for providing water quality standards and management criteria as required by the Clean Water Act. These standards and criteria are presented in the 1998 water quality control plan for the Sacramento and San Joaquin River basins (Basin Plan). The Central Valley RWQCB has joined in a regional memorandum of understanding with Sacramento County to implement the elements of the Basin Plan (Sacramento County 1993). The Basin Plan identifies the beneficial uses that must be protected and water quality objectives designed to protect those beneficial uses for the Central Valley region. Water quality objectives are limits of water quality constituents established for the reasonable protection of beneficial uses. The water quality constituents for which levels are set include bacteria; biostimulatory substances; metals; color; dissolved oxygen; oil and grease; pH; pesticides; radioactivity; salinity; sediments and turbidity; temperature; and toxicity.

Beneficial uses for the Sacramento River reach that contains the site (Colusa Drain to the I Street Bridge) are listed in Table 2-1.

<b>Table 2-1: Beneficial Use</b>	
<b>Beneficial Use</b>	<b>Sacramento River</b>
Domestic Supply (MUN)	X
Agricultural Supply (AGR)—irrigation	X
Industrial (POW)—power supply	X
Water Contact Recreation (REC-1)	X
Non-Contact Water Recreation (REC-2)	X
Wildlife Habitat	X
Cold Fresh Water Habitat (COLD)	X
Warm Fresh Water Habitat (WARM)	X
Migration of Aquatic Organisms (MGR)—warm and cold water	X
Spawning, Reproduction and/or Early Development for Fish (SPWN)—warm and cold water	X
Navigation (NAV)	X
Source: California State Parks 2007	

### **Groundwater**

West Sacramento is located within the southern portion of the Sacramento Valley Groundwater Basin, which stretches from Tehama County in the north to Solano and Sacramento Counties in the south, covering a total area of approximately 5,000 square miles. In 1987, groundwater withdrawals from municipal wells in West Sacramento totaled 94,980 acre-feet. This dropped when the COWS's new water treatment plant was completed and the COWS's domestic water was obtained from surface sources (Sacramento River). The COWS maintains its wells as emergency backup precautions. Areas not served by water mains still withdraw groundwater for domestic and agricultural purposes (COWS 2000). A site-specific groundwater investigation has not been conducted; however, potable water for the new facilities would be obtained from the COWS municipal supply.

### **2.3.2 NATURAL RESOURCES**

The vegetation at the East Riverfront property comprises a mixture of nonnative ruderal and native types that are representative of riparian areas along the Sacramento River. Extensive portions of the northern part of the property have been subject to past development and are barren or nearly devoid of vegetation. This includes areas with bare soil or hard surfaces (e.g., building foundations, pavement).

Four distinct vegetation alliances (equivalent to plant communities), as defined by the Sawyer/Keeler-Wolf (1995) classification system, can be identified in the project area. These are a Fremont Cottonwood Alliance, an Arroyo Willow Alliance, a Valley Oak Alliance, and a California Annual Grassland Alliance. Other vegetation types found on-site cannot be adequately described by the current Sawyer/Keeler-Wolf classification system. These are primarily ruderal areas dominated by nonnative species. Exhibit 2-2 shows the location and extent of habitat types on the East Riverfront property.

#### ***Fremont Cottonwood Alliance***

This vegetation type is synonymous with the rare Great Valley Cottonwood Riparian Forest described by the California Department of Fish and Game (DFG). Fremont cottonwood (*Populus fremontii* ssp. *fremontii*) dominates the canopy of the Fremont Cottonwood Alliance. Other common constituents of the canopy include box elder (*Acer negundo* var. *californicum*), valley oak (*Quercus lobata*), and arroyo willow (*Salix lasiolepis*). The shrub layer and herbaceous layers are typically composed of poison oak (*Toxicodendron diversilobum*), California wild grape (*Vitis californica*), Himalayan blackberry (*Rubus discolor*), and numerous species of nonnative grasses and forbs. Native blue elderberry (*Sambucus mexicana*) occurs in a few locations on the edges of the Fremont Cottonwood Alliance. The Fremont cottonwood alliance occurs in a relatively narrow band that borders the Sacramento River. This vegetation has been affected in varying degrees by past land use practices and developments, resulting in loss of diversity and biological integrity. The greatest impacts are exhibited at the north end of the site, where this vegetation is limited to a narrow strip of very open canopy forest that lacks species diversity. In contrast, locations east of the pond support more diverse and more closed canopy vegetation



Source: EDAW 2004a; modified by AECOM in 2010

**Habitat Types within the East Riverfront and CIRI Properties**

**Exhibit 2-2**



that is typical of a Great Valley Cottonwood Riparian Forest. The most pristine and greatest expanse of Great Valley Cottonwood Riparian Forest occurs on the CIRI property to the south of the East Riverfront and CIRI properties.

### **Arroyo Willow Alliance**

This vegetation type is dominated by arroyo willow, with a scattering of other tree species such as Fremont cottonwood and valley oak in the typically open canopy. The shrub and herbaceous layers are sparse. Arroyo Willow Alliance is found on the upper slopes surrounding the large pond and in locations immediately south and north of the pond, where it intergrades with the Fremont Cottonwood Alliance.

### **Valley Oak Alliance**

The Valley Oak Alliance occurs on the East Riverfront property as discontinuous, isolated stands dominated by valley oak. Most of these stands occur at the north end of the property. Common associates include California wild grape, Himalayan blackberry, and poison oak.

### **California Annual Grassland Series**

Areas identified as California Annual Grassland on the East Riverfront property vary in species composition from site to site. Commonly encountered species include slender wild oat (*Avena barbata*), ripgut grass (*Bromus diandrus*), jointed charlock (*Raphanus raphanistrum*), and Bermuda grass (*Cynodon dactylon*). Some areas have little grass cover and can be described as ruderal. These are intermixed with areas that are more properly defined as California Annual Grassland, but have not been mapped separately because of the difficulty in assigning definitive boundaries.

### **Other/Ruderal Vegetation Types**

Native blue elderberry occurs in small, often isolated clusters within the East Riverfront property. Exhibits 2-2 and 2-4 show the locations of blue elderberry shrubs previously mapped on the East Riverfront property by EDAW biologists (EDAW 2004a) and State Parks environmental scientists (California State Parks 2007). Blue elderberry is the host plant for the valley elderberry longhorn beetle (VELB), a species federally listed as threatened. Common associates of blue elderberry include California wild grape, Himalayan blackberry, and poison oak. Some of the elderberry stands are difficult to access because they are surrounded by dense, nearly impenetrable blackberry and wild grape vines.

The species composition of ruderal vegetation on the East Riverfront property varies from site to site, but is typically dominated by nonnatives. The most commonly encountered nonnative species include white sweetclover (*Melilotus alba*), storksbill (*Erodium botrys*), Italian ryegrass (*Lolium multiflorum*), California burclover (*Medicago polymorpha*), milk thistle (*Silybum marianum*), mustard (*Brassica* sp.), common vetch (*Vicia sativa*), and bull thistle (*Cirsium vulgare*).

Pure or nearly pure stands of the highly aggressive giant reed (*Arundo donax*) have become established in locations adjacent to the pond, especially at its south end. This noxious weed displaces other plant species, especially natives, and provides poor habitat for most native wildlife species.

The former JTS property has previously been graded and is currently fallow. Except for limited landscaped areas and a larger oak tree along the levee, it is unvegetated. The Grupe property has been planted with ornamental cherry trees.

### **Wetlands and Other Waters of the United States**

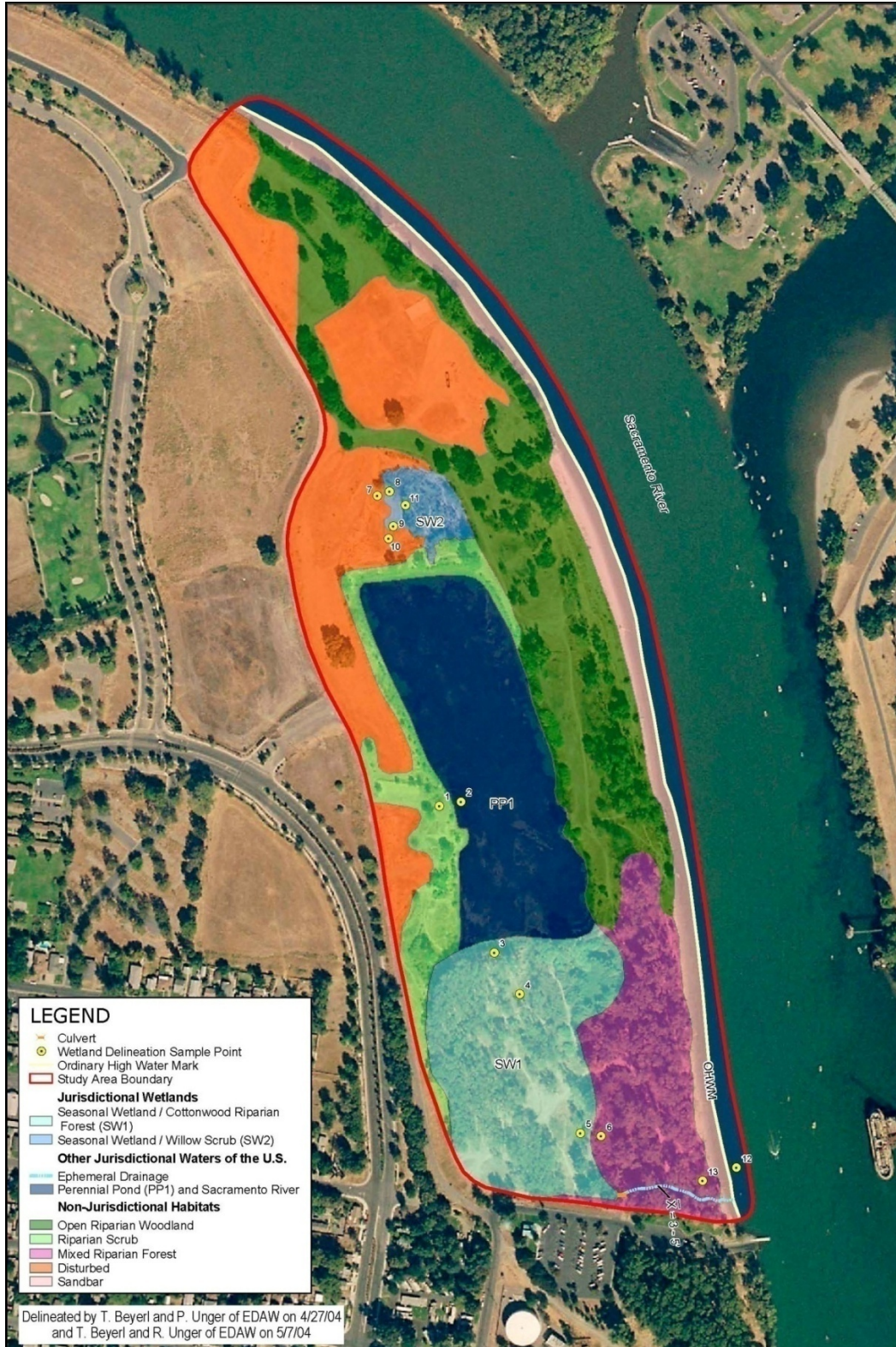
The East Riverfront property contains several types of potentially jurisdictional wetlands and other waters of the United States that are subject to USACE jurisdiction under Section 404 of the federal Clean Water Act (CWA) (EDAW 2004a). These areas subject to USACE jurisdiction include the riparian scrub north of the pond and the pond itself, which covers approximately 10.5 acres. Areas dominated by cottonwood riparian forest on the CIRI property to the south of the pond and an ephemeral drainage connecting to the Sacramento River, also on the CIRI property, also qualify as jurisdictional features. The Sacramento River, up to the ordinary high water mark, is a navigable water of the United States and is subject to USACE jurisdiction. The delineation of these wetlands is considered preliminary until verified by USACE. Exhibit 2-3 shows the location and extent of potential wetlands and other waters of the United States on the East Riverfront and adjacent CIRI property. No wetlands or other waters of the United State are present on the former JTS property or on the Grupe property.

### **Wildlife Habitats**

Wildlife habitats are classified using the DFG Wildlife Habitat Relationship (WHR) system. The East Riverfront property has been disturbed in the past and portions of the property remain in a disturbed state. Habitats found on the property include riverine, valley foothill riparian, valley oak woodland, and annual grassland. The tall cottonwood, valley oak, sycamore, and other trees in the riparian and valley oak woodland habitats are particularly important elements for wildlife at this site. The proximity to the Sacramento and American Rivers combined with the presence of large trees make this site valuable for nesting raptors and other bird species. The former JTS property provides very limited wildlife habitat values, due to its disturbed nature and lack of natural vegetation. The Grupe property also provides limited wildlife habitat values, due to its lack of natural vegetation.

### **Sensitive Biological Resources**

Sensitive biological resources include those that are afforded special protection under local, state and federal laws and regulations including but not limited to CEQA, DFG code, the California Endangered Species Act (CESA), the Porter-Cologne Water Quality Control Act (Porter-Cologne Act), the federal Endangered Species Act (ESA), and the Migratory Bird Treaty Act (MBTA). Sensitive biological resources include sensitive natural communities and special-status species.



Source: EDAW 2004a; modified by AECOM in 2010

### East Riverfront and CRI Properties Wetland Delineation

Exhibit 2-3

### ***Sensitive Natural Communities***

Sensitive natural communities may be of special concern to resource agencies and conservation organizations for a variety of reasons, including their local or regional decline, or because they provide important habitat to common and special-status species. Many of these communities are tracked in DFG's California Natural Diversity Database (CNDDDB), a statewide inventory of the locations and conditions of the state's rarest plant and animal taxa and vegetation types. Elimination or substantial degradation of these communities would constitute a significant impact under CEQA. The Fremont Cottonwood Alliance, Arroyo Willow Alliance, and wetlands and other waters of the United States described above all qualify as sensitive natural communities. Although elderberry can be found scattered throughout the site, none of these occurrences satisfies the definition of an elderberry savanna, a sensitive natural community type defined by DFG. However, the elderberry shrubs on the site would still be considered sensitive, and therefore subject to regulations by the resource agencies (e.g., USFWS), because they provide suitable habitat for VELB as described above.

### ***Special-Status Species***

Special-status species are defined as species that are legally protected or otherwise considered sensitive by federal, state, or local resource agencies. Special-status species are species, subspecies, or varieties that fall into one or more of the following categories, regardless of their legal or protection status:

- ▶ species officially listed by the State of California or the federal government as endangered, threatened, or rare;
- ▶ candidates for state or federal listing as threatened or endangered;
- ▶ taxa (i.e., taxonomic categories or groups) that meet the criteria for listing, even if not currently included on any list, as described in Section 15380 of the State CEQA Guidelines;
- ▶ species identified by DFG as species of special concern;
- ▶ species afforded protection under local planning documents; and
- ▶ taxa considered by the California Native Plant Society (CNPS) to be "rare, threatened, or endangered in California" (typically list 1 and 2 species).

State Park staff determined the potential for special-status species to occur on the site by conducting a database search of the CNDDDB and a record search of CNPS's Inventory of Rare and Endangered Plants of California. Known occurrences of special-status species in the region were then compared to habitat types present on-site to determine the site's potential to support special-status species. In the spring and summer of 2007, State Parks environmental scientists conducted reconnaissance surveys of the site (California State Parks 2007). In the summer of 2010, State Parks environmental scientists conducted a focused bird survey of the East Riverfront property (California State Parks 2010).

**Special-Status Plants with Potential to Occur on the Site**

The CNDDDB and CNPS database searches included previously documented occurrences of two special-status plant species for the Sacramento West and Sacramento East quads. These species are rose-mallow (*Hibiscus lasiocarpus*) and Sanford's arrowhead (*Sagittaria sanfordii*). Neither of these species is currently known to occur within, or in the immediate vicinity of, the project area. A third species, northern California black walnut (*Juglans hindsii*), was reported to occur along the Sacramento River near the town of Locke; this population has since been extirpated. No focused special-status plant surveys have been conducted on the East Riverfront or adjacent properties, but marginally suitable habitat exists for rose-mallow and Sanford's arrowhead on the East Riverfront and CIRI properties. Each of these species is briefly described below.

Rose-mallow (*Hibiscus lasiocarpus*) is a perennial herb that grows in freshwater aquatic habitats, including areas defined as sloughs. The plant is on CNPS List 2 (plants that are rare, threatened, or endangered in California but more common elsewhere). Rose-mallow blooms from June through September. Although widespread, most occurrences in the state are very small. The pond may provide marginally suitable habitat for this species. The nearest known location for rose-mallow is adjacent to Interstate 80 and West El Camino Avenue.

Sanford's arrowhead (*Sagittaria sanfordii*) is an emergent perennial herb that occupies freshwater marshes and swamps with slow-moving or standing water. The plant is on CNPS List 1B (plants that are rare, threatened, or endangered in California and elsewhere). Sanford's arrowhead blooms from May through October. It has been extirpated from southern California and mostly extirpated from the Central Valley. The closest reported occurrences are a few miles away along the American River near California State University Sacramento and Cal Expo. The pond may provide marginally suitable habitat for this species. The Sacramento River would not be considered suitable habitat for this species because of the swiftness of the current and scouring caused by high winter flows.

**Animal Life**

The project area provides habitat for many native wildlife species, including deer, skunk, and a multitude of birds. Some of the common bird species observed on the site include wood duck (*Aix sponsa*), Bewick's wren (*Thryomanes bewickii*), house wren (*Troglodytes aedon*), yellow-billed magpie (*Pica nuttalli*), belted kingfisher (*Ceryle alcyon*), black phoebe (*Sayornis nigricans*), white-breasted nuthatch (*Sitta carolinensis*), Anna's hummingbird (*Calypte anna*), spotted towhee (*Pipilo maculatus*), orange-crowned warbler (*Vermivora celata*), and bushtit (*Psaltriparus minimus*). Many of these species nest on the site. State Parks environmental scientists observed great egret (*Ardea alba*), snowy egret (*Egretta thula*), great blue heron (*Ardea Herodias*), green heron (*Butorides virescens*), black-crowned night-heron (*Nycticorax nycticorax*), and double-crested cormorant (*Phalacrocorax auritus*) on the site, but no rookeries were documented during focused bird surveys conducted in spring and summer 2010. Seven species of neotropical migrant birds were seen fairly regularly, mainly as stop-over visitors; some probably nested on the site. These species included Wilson's warbler (*Wilsonia pusilla*), yellow-rumped warbler (*Dendroica coronate*), black-headed grosbeak (*Pheucticus*

*melanocephalus*), western tanager (*Piranga ludoviciana*), ash-throated flycatcher (*Myiarchus cinerascens*), Pacific-slope flycatcher (*Empidonax difficilis*), and western kingbird (*Tyrannus verticalis*).

**Special-Status Wildlife Species**

Table 2-2 lists the special-status wildlife species that are known to occur or could potentially occur on the CIHC site, based on database searches, literature review, and reconnaissance surveys. Sensitive species that have been previously recorded on-site or were observed during field surveys conducted for this study are described in more detail below.

**Table 2-2: Special-Status Wildlife with Potential to Occur on the CIHC Project Site<sup>1</sup>**

Type	Species	Common Name	Status <sup>2</sup>	Probability in Project Area
Fish	<i>Acipenser medirostris</i>	Green sturgeon	FC, CSC, AFSE	Potential
	<i>Oncorhynchus mykiss</i>	Steelhead—Central Valley	FT	Potential
	<i>Oncorhynchus tshawytscha</i>	Chinook salmon—Central Valley spring-run	FT, CT, FSS	Potential
	<i>Oncorhynchus tshawytscha</i>	Chinook salmon—winter run	FE, CE	Potential
	<i>Oncorhynchus tshawytscha</i>	Chinook salmon—Central Valley fall/late fall-run	FC, CSC, FSS	Potential
	<i>Hypomesus transpacificus</i>	Delta smelt	FT	Potential
	<i>Pogonichthys macrolepidotus</i>	Sacramento splittail	CSC	Potential
	<i>Archoplites interruptus</i>	Sacramento perch	CSC	Potential
Amphibian	<i>Spea hammondi</i>	Western spadefoot toad	FSC	Unlikely
Reptiles	<i>Emys (=Clemmys) marmorata marmorata</i>	Northwestern pond turtle	CSC, CFP, FSS	Present
	<i>Phrynosoma coronatum frontale</i>	California horned lizard	CSC, CP	Unlikely
	<i>Thamnophis gigas</i>	Giant garter snake	FT, CT	Potential
Birds	<i>Accipiter striatus</i>	Sharp-shinned hawk	CSC	Potential/winter
	<i>Accipiter cooperi</i>	Cooper’s hawk	CSC	Present
	<i>Buteo swainsoni</i>	Swainson’s hawk	CT, FSS	Present
	<i>Buteo regalis</i>	Ferruginous hawk	CSC, BLM	Potential/winter
	<i>Aquila chrysaetos</i>	Golden eagle	CSC, CFP, BLM	Potential
	<i>Elanus leucurus</i>	White-tailed kite	CFP	Present
	<i>Haliaeetus leucocephalus</i>	Bald eagle	CE, CFP	Potential
	<i>Circus cyaneus</i>	Northern harrier	CSC	Present
	<i>Pandion haliaetus</i>	Osprey	CSC	Potential

**Table 2-2: Special-Status Wildlife with Potential to Occur on the CIHC Project Site<sup>1</sup>**

Type	Species	Common Name	Status <sup>2</sup>	Probability in Project Area
	<i>Falco columbarius</i>	Merlin	CSC	Potential/winter
	<i>Falco peregrinus anatum</i>	American peregrine falcon	CE, CFP	Potential
	<i>Falco mexicanus</i>	Prairie falcon	CSC	Potential
	<i>Grus canadensis tabida</i>	Greater sandhill crane	CT, CFP, FSS	Unlikely/winter
	<i>Larus californicus</i>	California gull	CSC	Potential
	<i>Coccyzus americanus occidentalis</i>	Western yellow-billed cuckoo	FC, CE, FSS	Unlikely
	<i>Athene cunicularia hypugaea</i>	Western burrowing owl	CSC	Potential
	<i>Melanerpes lewis</i>	Lewis' woodpecker	FSC	Potential/winter
	<i>Picoides nuttallii</i>	Nuttall's woodpecker	Local Concern	Present
	<i>Progne subis</i>	Purple martin	CSC	Potential
	<i>Riparia riparia</i>	Bank swallow	CT	Potential
	<i>Baeolophus inornatus</i>	Oak titmouse	Local Concern	Present
	<i>Lanius ludovicianus</i>	Loggerhead shrike	CSC	Potential
	<i>Dendroica petechia brewsteri</i>	Yellow warbler	CSC	Potential
	<i>Agelaius tricolor</i>	Tricolored blackbird	CSC, BLM	Potential
	<i>Pica nutallii</i>	Yellow-billed magpie	Local Concern	Present
Mammals	<i>Corynorhinus townsendii townsendii</i>	Townsend's western big-eared bat	CSC, FSS, BLM	Potential
	<i>Antrozous pallidus</i>	Pallid bat	CSC, FSS	Potential
	<i>Myotis yumanensis</i>	Yuma myotis	BLM	Potential
Insects	<i>Desmocerus californicus dimorphus</i>	Valley elderberry longhorn beetle	FT	Present

Notes:

<sup>1</sup> Based on field surveys and California Natural Diversity Database and U.S. Fish and Wildlife Service species lists for four U.S. Geological Survey 7.5-minute quadrangles: Rio Linda, Sacramento East, Sacramento West, and Taylor Monument.

<sup>2</sup> Status Codes: AFSE = American Fisheries Society Endangered; AFST = American Fisheries Society Threatened; BLM = U.S. Bureau of Land Management Sensitive; CE = California Endangered; CFP = California Fully Protected; CP = California Protected; CR = California Rare; CSC = California Species of Special Concern; CT = California Threatened; FE = Federal Endangered; FC = Federal Candidate; FT = Federal Threatened; FSS = U.S. Forest Service Sensitive.

Source: California State Parks 2007; EDAW 2004b

The Sacramento River is home to a diverse assemblage of native fish, many of which are listed as threatened or endangered, or are species of concern. Table 2-2 lists the sensitive fish species that could be present in the river adjacent to the proposed CIHC site. None of these species are

expected to naturally occur in the pond, as the pond is an artificially created borrow pit with no direct surface connection to the Sacramento River, except during very high river flows.

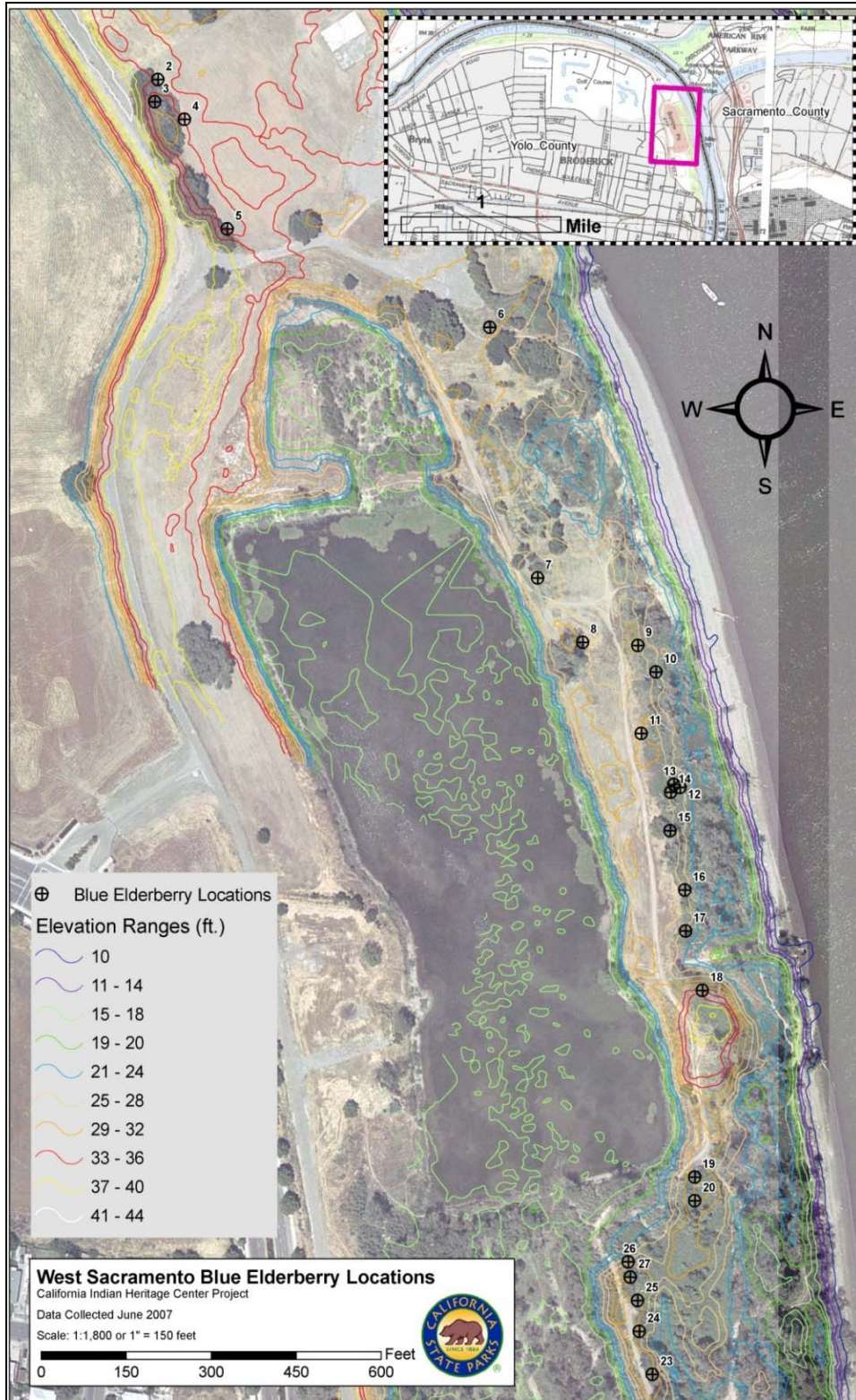
VELB (*Desmocerus californicus dimorphus*) is a wood borer that spends most of its life in the larval stage, living within the stems of an elderberry plant. Females lay their eggs on the bark of the elderberry plant, then larvae hatch and burrow into the stems. The larval stage may last 2 years, after which the larvae enter the pupal stage and transform into adults. Adults are active from March to June, feeding and mating. VELB is found in the increasingly rare remaining riparian forests of California's Central Valley, where it is completely dependent on its host plant, blue elderberry (USFWS 1999). The CNDDDB contains a record for this species on the property. Surveys of the East Riverfront and CIRI properties, conducted by EDAW biologists in 2004 and by State Parks environmental scientists in 2007, located and mapped blue elderberry plants in the project area (Exhibits 2-2 and 2-4). Several of the elderberry plants contained beetle exit holes. This species is assumed to be present in the project area.

VELB is in long-term decline due to human activities that have resulted in widespread alteration and fragmentation of riparian habitats, and to a lesser extent, upland habitats, which support the beetle (USFWS 2005).

Swainson's hawk (*Buteo swainsoni*) is state listed as threatened and is known to nest along the Sacramento River near the CIHC site. The closest nest site recorded in the CNDDDB (2008) is across the river just north of Discovery Park; a distance of approximately 0.25 miles. During surveys conducted in the spring of 2007, State Parks environmental scientists observed a pair of Swainson's hawks foraging over and perching on the East Riverfront property. A third individual Swainson's hawk was observed soaring high over the property and interacting with one of the resident birds, indicating there are potentially more than one pair of Swainson's hawks near the project site. One of the Swainson's hawks was seen repeatedly diving on a large number of wood ducks in the pond. In 2010, State Parks environmental scientist observed a single active Swainson's hawk nest, which produced two offspring, just south of the East Riverfront project boundary on the CIRI property (California State Parks 2010). This nest is within 0.5 miles of the proposed heritage center location and immediately adjacent to the planned restoration around the pond. The riparian forest on the East Riverfront and CIRI properties provides additional suitable nesting habitat that could support future nesting efforts.

Swainson's hawks arrive in California's Central Valley from their wintering grounds in Argentina in March or early April and breed in stands with few trees in juniper-sage flats, riparian areas, and in oak savannah in the Central Valley (Zeiner et al. 1990). Swainson's hawks are locally common to rare breeders in California, with the majority of known territories located in the Central Valley and Great Basin bioregions. In the Central Valley, Swainson's hawk nest sites are strongly associated with riparian forest vegetation because of the availability and distribution of suitable nesting trees near high-quality foraging habitat (Woodbridge 1998). Swainson's hawks are currently absent from much of their historic breeding range in the central and southern portions of California, and may have declined by as much as 90%. Population declines are largely due to loss of nesting habitat in mature riparian forest, loss or adverse modification of





Source: California State Parks 2007

### Blue Elderberry Locations at the CIHC Site

Exhibit 2-4

high-quality foraging habitat, and high mortality due to pesticide use on migration route and wintering areas (Woodbridge 1998).

A number of other nesting raptor species have been observed in or near the project area including northern harrier, white-tailed kite, red-shouldered hawk, red-tailed hawk, Cooper's hawk, and American kestrel. Other raptor species could be present as well. Large trees on-site provide an abundance of potential nesting sites for raptors and other birds compared to the relatively developed areas surrounding the site. Raptors and their nests are protected by the California Fish and Game Code (Section 3503.5).

State Parks environmental scientists observed a single northwestern pond turtle (*Emys* [=*Clemmys*] *marmorata marmorata*) during 2007 surveys basking on a log in the Sacramento River adjacent to the CIRI property. Observations of turtles along this stretch of the Sacramento River almost always result in 100% detections of red-eared sliders, an aggressive nonnative competitor for basking sites and other resources. This single northwestern pond turtle may have been moving through the area from known population sites elsewhere. Northwestern pond turtles were observed in the pond during 2004 site visits by EDAW biologists. Northwestern pond turtles are still locally common in some areas; therefore, management to benefit northwestern pond turtles could potentially be successful at this location. Control of red-eared sliders in and adjacent to the property could benefit northwestern pond turtles on the project site.

The northwestern pond turtle is a subspecies of the western pond turtle that has experienced large population declines and disappeared from many areas where they previously occurred in the Central Valley of California (Germano and Bury 2001; Jennings and Hayes 1994). In California, this species inhabits rivers and shallow lakes, human-made canals and sewage ponds, and marsh habitats.

### ***Restoration Potential for the Proposed CIHC Site***

The proposed CIHC site offers excellent opportunities for riparian habitat enhancement and restoration along the Sacramento River. Blue elderberry, the host plant of VELB, occurs as a component of several of the habitat types on-site. Management to increase the health and abundance of elderberries at the site is feasible. The pond provides opportunity to remove invasive weeds, restore native plants, remove trash, and increase the structural diversity of the site to provide more suitable forage and cover for a variety of wildlife species. In 2007, during a site visit, State Parks environmental scientists observed feral cats, one potentially feral dog and evidence of fire from a human camping site. Establishment of this property as a State Park land would reduce potential negative impacts from these factors on local wildlife species and would benefit natural habitats.

### **2.3.3 CULTURAL RESOURCES**

This section provides an overview of the prehistoric, ethnographic and historic era cultural resources that have been documented in the CIHC project area. Cultural resources may include

archaeological traces such as early Native American occupation sites and artifacts, historic-era buildings and structures, and places used for traditional Native American observances or with special cultural significance. These materials and sites can be found at many locations on the landscape, and along with prehistoric and historic human remains and associated grave-goods, are protected under CEQA.

### **Prehistoric Archaeology**

The earliest well-documented entry and spread of humans into California occurred at the beginning of the Paleo-Indian Period (12,000–8000 Before Present [B.P.]). Social units are thought to have been small and highly mobile. Sites have been identified in the contexts of ancient pluvial lake shores and coast lines evidenced by such characteristic hunting implements as fluted projectile points and chipped stone crescent forms. Prehistoric adaptations over the ensuing centuries have been identified in the archaeological record by numerous researchers working in the area since the early 1900s, as summarized by Fredrickson (1974) and Moratto (1984).

Beardsley (1948), Heizer and Fenenga (1939), and others conducted numerous studies that formed the core of our early understanding of upper Central Valley archaeology. Little has been found archaeologically that dates to the Paleo-Indian or the subsequent Lower Archaic Periods (8000–5000 B.P.). However, archaeologists have recovered substantial data from sites occupied by the Middle Archaic Period (5000–3000 B.P.). Sites from earlier periods may be lacking in the archaeological record because of the dynamic nature of the landscape. With constantly shifting river channels, many sites were likely destroyed or left deeply buried and inaccessible. During the Middle Archaic Period, the broad regional patterns of foraging subsistence strategies gave way to more intensive procurement practices. Subsistence economies were more diversified, possibly including the introduction of acorn processing technology. Human populations were growing and occupying more diverse settings. Permanent villages that were occupied throughout the year were established, primarily along major waterways. The onset of status distinctions and other indicators of growing sociopolitical complexity mark the Upper Archaic Period (3000–1500 B.P.): exchange systems become more complex and formalized and evidence of regular, sustained trade between groups was seen for the first time.

Several technological and social changes characterized the Emergent Period (1500–150 B.P.). The bow and arrow were introduced in California, ultimately replacing the dart and atlatl. Territorial boundaries between groups became well established. It became increasingly common that distinctions in an individual's social status could be linked to acquired wealth. Exchange of goods between groups became more regularized with more goods, including raw materials, entering into the exchange networks. In the latter portion of this period (500–150 B.P.), exchange relations became highly regularized and sophisticated. The clamshell disk bead became a monetary unit for exchange, and increasing quantities of goods moved greater distances. It was during the latter portion of this period that Euro-American contact with Native peoples became commonplace. However, traditional lifeways remained largely unchanged until introduced diseases and dramatic Euro-American population increases (precipitated largely by the Gold Rush) forever changed Native cultures.

## **Ethnographic Context**

Ethnographically, the site is located at the boundary between the Patwin to the west and the Nisenan to the east. During later prehistoric times, both groups likely used the landscape within and near the site, but by the early historic era, ethnographic observations defined the Sacramento River as the main physical boundary between the traditional territories of the two Native groups.

### ***Patwin***

The CIHC project site is situated within the ethnographic territory of the Patwin, a series of linguistically and culturally related tribelets who occupied a portion of the lower Sacramento Valley west of the Sacramento River and north of Suisun Bay. Major sources of information on these groups include the works of Bennyhoff (1977); Johnson (1978); Kroeber (1925, cited in Levy 1978); McKern (1922); Powers (1877); and Maloney (1944). Use of the Patwin language extended southward to the delta of the Sacramento–San Joaquin river system. There were apparently numerous dialects, some of which were historically recorded including the Hill, River, Cache Creek, Lake, Tebti, Dahcini and Suisun (Shibley 1978:82–83).

The term “Patwin” was a word used by several tribelets to denote their general identity but never referred to any unified socio-political construct. Powers (1877) was the first to use the name in relation to the broad linguistically associated populations residing in the western Central Valley. Although sharing a Wintuan linguistic foundation and other traits, the Wintu (inhabiting the northwestern Central Valley), the Nomlaki (living in the central area of the western Central Valley), and the Patwin to the south were culturally distinct. The Patwin were politically organized into tribelets that consisted of one primary and several satellite villages. Each tribelet maintained its own autonomy and sense of territoriality. Villages were located along waterways, often near the juncture with another major topographic feature such as foothills or another waterway. Structures within these villages usually consisted of earth covered, semi subterranean structures with an elliptical (River Patwin) or circular (Hill Patwin) form (Kroeber 1932). All except the individual family dwellings were built with the assistance of everyone in the village. Ethnographic accounts indicate that one’s paternal relatives built single-family homes within the village (Shibley 1978:357-358).

Patwin territory included abundant water sources that supported a wide variety of animal life available for hunters, including Tule elk, deer, antelope, bear, various species of duck, geese, turtles and other small animals. While hunting and fishing were clearly important subsistence activities for the Patwin, as with many Native American groups throughout the region, their primary staple food was the acorn. Hill and mountain oak species of valley oak acorns were utilized. The oak groves themselves were considered as “owned” communally by the particular tribelet. As with the oak groves, particularly fruitful tracts of seed-bearing lands were controlled by individual families or the tribelets themselves (Johnson 1978:355–357).

In general, Patwin lifeways remained unchanged for centuries. However, with the sustained arrival of Euro-American populations in the early decades of the 19<sup>th</sup> century, traditional cultural norms were rapidly affected. Although some degree of missionization of the population

occurred in the 1820s, it wasn't until the malarial and smallpox epidemics of the early and late 1830s that the Patwin were severely impacted. The subsequent arrival of farmers, entrepreneurs, and would-be miners in the 1840s and 1850s resulted in further marginalization of the Patwin. By the latter years of the 19<sup>th</sup> century, most had been either assimilated into the predominant Euro-American culture or confined to small reservations established by the U.S. government. Today, however, the Patwin community is thriving and is centered around three remaining land holdings: the Colusa, Cortina, and Rumsey rancherias.

### ***Nisenan***

The Nisenan are generally divided into three main groups: the Northern Hill Nisenan, Southern Hill Nisenan, and the Valley Nisenan (Wilson and Towne 1978:387). The Valley Nisenan is the subgroup that would have occupied the plan area before European contact.

Valley Nisenan located their permanent settlements along the river banks on elevated natural levees near an adequate supply of food and water, in fairly open terrain. Villages consisted of tribelets of small extended families consisting of 15 to 25 individuals, to larger communities with over 100 people. Usually one large village played an important role in the social-political organization of a particular area. While the hereditary position of a headman was appointed for each village, very little authority was directly attributed to this individual without the support of the villagers and the shamans (Wilson and Towne 1978:393).

Valley Nisenan were well adapted to their riverine environment, utilizing the tule root as their main staple. Other subsistence resources included acorn and buckeye, which required extensive preparation. Salmon, eels, and game were eaten fresh or preserved by drying. When dried, these resources were pulverized and stored for use during the winter in soups or cakes (Wilson and Towne 1978:389-390).

As with neighboring Patwin groups, the influx of Euro-Americans into traditional native lands during the Gold Rush era reduced the population through introduced disease and violent relations with the miners, ranchers, and farmers. By the latter decades of the 1800s, former miners and newly arrived farmers fully settled the Sacramento Valley, thoroughly displacing the native population. Despite a long history of population decline and marginalization, descendants of the early Nisenan survive today and are reinvesting in their traditional culture and lifeways.

### ***Eastern/Plains Miwok***

The Plains Miwok historically occupied the lower Sacramento River Valley from just north of the Consumnes River south to and including the lower San Joaquin River drainage, consisting of the western ends of the Mokelumne River and Jackson Creek. This area is roughly bounded by Sacramento on the north and Stockton to the south. This northern boundary may not have been as firm as indicated in the ethnographic literature, since archaeological evidence along the Consumnes River suggests that the Nisenan may have displaced the Miwok in this region during the late Phase II (Grantham 1993; Deis 1994).

While the Plains Miwok shared a common language and cultural background, they consisted of a number of separate and politically independent nations or tribelets. Each tribelet consisted of a number of permanently inhabited and seasonally occupied locales, with control of the natural resources contained within a bounded area (Levy 1978:398).

Subsistence targeted a broad spectrum of flora and faunal resources. Of the plant species, the valley oak was the most valued, with buckeye, laurel, and hazelnut also used. Wild oats and balsam root, several species of edible roots, and greens such as wild pea and miner's lettuce, berries, and a number of different mushroom varieties were consumed. Tule elk and pronghorn antelope were the most important faunal species. Various species of rabbit were hunted in the summer. Waterfowl and fish, especially salmon, were extremely important food sources for the Plains Miwok (Aginsky 1943:397-398, cited in Levy 1978:403).

Spanish expeditions to the Sacramento–San Joaquin Valley in the latter 18th century had first contact with indigenous populations in the westernmost, delta portions of the territory. Several names of Native Americans appear in the *Book of Baptisms* of Mission San Jose in 1811, indicating that these raids resulted in the acquisition of native peoples. Apparently, tribelets became united and allied with Yokuts groups to the south in an attempt to resist incursions by the Mexican military. Such efforts, however, were relatively short-lived and the Miwok, like their Nisenan and Patwin neighbors, were unable to hold back Euro-Americans especially following the epidemics of the 1830s and Gold Rush of the 1840s and 1850s. During this period some, like the *Ochehamne* tribelet of the Plains Miwok, were employed by John Sutter at his fort in Sacramento or for mining operations in the foothill goldfields to the east (Levy 1978:401).

By the early years of the 20th century, Eastern/Plains Miwok populations had declined drastically with only several hundred claiming descent by 1910 (Kroeber 1925, cited in Levy 1978:402). Although population numbers are difficult to assess, the Eastern/Plains Miwok, along with the Nisenan and Patwin, are enjoying a renaissance not only in their population numbers, but also in their economic, social, and political influence in California.

### Historic-Context

The following overview was taken, with modifications, from the *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008) for the CIHC and *Phase 1 Development Archaeological Survey Report* (Wulzen 2009).

The CIHC plan area is located within the former *Rancho Nueva Flandria* land grant, which was awarded to John Schwartz in 1845. Schwartz was a Dutch immigrant who came to California with the Bidwell-Bartleson Party in 1844. He sold 600 acres of the grant to James McDowell in 1846, who settled on the land with his wife and daughter. In 1850, a year after McDowell's death, his wife, Margaret, hired a surveyor to map 160 acres of land around her home, creating a town she called Washington. The following year Margaret married Dr. Enos Taylor, and together they began selling lots in the new city (West Sacramento Historical Society 2004:7–9).

The principal economic endeavor in Washington around this time consisted of agricultural pursuits, although the township also housed a salmon cannery (Pacific Coast, Hapgood, Hume and Company) and a shipyard. One of the first ship-building companies to open its doors for business in the town of Washington was the California Steam Navigation Company in 1859. The California Transportation Company took over the shipyard in 1872 and entered the profitable business of local river transportation. The venture changed its name to the Sacramento Transportation Company in 1879 when more steamers and barges were added (McGowan 1961:304–305). By 1880, 1,555 residents resided in Washington. During this period, the salmon industry grew into a multimillion dollar industry consisting of 20 canneries operating along the Sacramento River, with a total production of 200,000 cases per year. However, over time, salmon canning gradually declined largely due to heavy siltation of the Sacramento River (a result of hydraulic mining) (West Sacramento Historical Society 2004:7).

The arrival of the Central Pacific Railroad (later Southern Pacific) in Sacramento a few years earlier resulted in great economic commerce for that city. Although it was the terminus of the Vallejo line for the California Pacific Railroad by 1868, the rail line's construction of a junction in Davisville (now the City of Davis) that same year diverted traffic from Washington. The town's importance as a transportation hub declined although it retained its agricultural economy. In 1889, Washington received a post office. To avoid confusion with a town in Nevada of the same name, the name of the town changed to Broderick in the late 1800s.

Broderick, like nearby Sacramento, was plagued by periodic flooding and the construction of levees along the Sacramento River became a necessity. By 1905, a levee was constructed from north of what would later become the community of Bryte (located immediately west of Broderick), downriver to well past Broderick (Wulzen 2009:2). Recurring flooding had been the cause of the changes in the location of the county seat, which changed from Fremont to Washington (Broderick) in 1851 to Cacheville and back again to Broderick.

Over the ensuing years, the town of Broderick remained a small agricultural-based community across the river from larger Sacramento. In 1911, the West Sacramento Land Company laid electric rail links to downtown Sacramento and cleared land for what they hoped would become large-scale developments with accompanying population growth. It was around this time that the community of Bryte was founded north of Broderick by a San Francisco real estate company. The company purchased and subdivided part of a ranch (Bryte Ranch), initially calling the community Riverbank. By the end of 1912, 430 lots were sold. Some of the first residents were railroad workers; however, the early community consisted primarily of immigrant farmers. Italians, Portuguese, Russians, and Japanese were attracted to the area by the promise of cheap fertile land. The citizens of Riverbank changed the name of the town to Bryte when they opened a post office and discovered they would be confused with the community of Riverbank in Stanislaus County (Wulzen 2009:2).

Throughout most of the 20th century, the community of Bryte remained relatively small with little commercial development. Not until 1987 did the town of Broderick, along with nearby Bryte and Southport (another small satellite community) join together to become West

Sacramento (West Sacramento Historical Society 2004:113). By the end of the 20th century, the city of West Sacramento had slowly grown to over 34,000 residents. The city has continued to develop in recent years to include additional city parks, improved infrastructure, affordable housing, and a Pacific Coast AAA minor league baseball team (West Sacramento Historical Society 2004:113).

### Research and Survey Results

Cultural resources investigations for the CIHC site included background research and cultural resources surveys conducted in 2007 and 2008 by State Parks archaeologists and historians. Methods and results of these investigations are described in the report entitled *Archaeological Services Report for the CIHC Master Plan and Phase Development* (Wulzen 2009). For the survey report, research was initiated with a records search conducted by the Northwest Information Center (NWIC) of the California Historic Resources Information System, Northern Service Center, and Archaeology, History and Museums Division State Parks files in April 2006. A number of previously conducted cultural resources investigations were noted as having occurred within the CIHC plan area. These investigations are listed in Table 2-3.

Table 2-3: Previous Cultural Resources Investigations within the CIHC Site		
Report Title	Author	Date
<i>River Bend Archaeological Reconnaissance</i>	Holman	1984
<i>Cultural Resource Assessment of the Lighthouse Marina Project, Broderick</i>	Peak & Associates	1985
<i>Archaeological Reconnaissance of the Lighthouse Marina Project Area, Near Broderick</i>	McGuire and Jobson	1985
<i>Cultural Resources Survey, Sacramento River Navigation Improvement Disposal Action</i>	Weaver	1985
<i>Archaeological Inventory and Determination of Effect for the City of West Sacramento Riverfront Improvements Project</i>	Jones & Stokes (now ICF)	1996
<i>Archival and Historic Literature Research on Select Obstructions to Navigation in the Sacramento River</i>	Allan	2002
<i>Cultural Resource Inventory and Evaluation for the Proposed Raley's Landing Project</i>	EDAW (now AECOM)	2005
Source: Wulzen 2009		

The records search results indicated no previously recorded prehistoric or historic-era cultural resources have been documented within the CIHC site. The Northwest Information Center (NWIC) reported three prehistoric archaeological sites within a 1.5 mile radius of the site; these sites include:



- ▶ CA-YOL-24 – Recorded as a prehistoric mound, this site is located about 1.5 miles west of the CIHC, on the south (west) bank of the Sacramento River. This site was not revisited in relation to Wulzen’s 2009 investigation and no further information is presently available.
- ▶ CA-YOL-25 – This site, originally documented as a mound, is situated approximately 1,800 feet northwest of the CIHC on the south (west) bank of the Sacramento River. This site could not be relocated during archaeological surveys conducted by Holman (1984, cited in Wulzen 2009:2), and Peak and Associates (1985, cited in Wulzen 2009:2). It may have been destroyed or covered over by development activities or is otherwise not accessible for further documentation and research.
- ▶ CA-YOL-27 – Human remains have been documented at this habitation and burial site located about one-half mile to the south of the CIHC. Repeated subsurface utility work in the area frequently encounters midden soils, artifacts, and indications of human burials at this site (Eddy and McIvers 1989; Carpenter 2009, cited in Wulzen 2009:2). Recorded as a mound site, it is situated on an elevated landform in the heart of the present-day Broderick section of West Sacramento.

Although no prehistoric archaeological materials, features, or sites have been identified within or in the immediate vicinity of the CIHC (Wulzen 2009), the area remains highly sensitive for containing such resources and early Native American human remains. The construction of the adjacent levee and in-filling in the CIHC project area and surrounding vicinity may have obscured evidence for prehistoric and historic-era cultural resources if they once existed at the proposed CIHC location. As demonstrated by CA-YOL-27, if there was a natural rise in the area (which appears certain) it may contain additional archaeological sites or human remains. Such resources could be found at greater depths up to 10 feet or more below the current grade.

One historic-era resource, the remains of historic ship building operations, was identified by EDAW (now AECOM) in 2005 during field assessments conducted approximately one-half mile south of the CIHC site. Review of cultural resources registers and catalogues indicated that five resources within a .75-mile vicinity of the plan area are listed on the National Register of Historic Places, and as such, are also included on the California Register of Historical Resources. These resources consist of the Tower Bridge, I Street Bridge, the Old Sacramento Historic District, First Pacific Coast Salmon Cannery Site, and the Delta King River Steamboat (EDAW 2005:1). Old Sacramento is also listed as a National Historic Landmark District.

The 2005 EDAW investigations also identified remains associated with the Sacramento Transportation Ship Building Yard consisting of a concrete abutment/support structure, a concrete abutment or retaining wall, and several large concrete blocks (temporary resource identifier RL-1). However, heavy grass cover, infilling, and other disturbances precluded further investigation of these features. In addition, a single prehistoric artifact, a flaked gray chert implement, was also noted in this area.

Wulzen (2009) noted trash scatters and deposits within the CIHC site. These and other potentially undocumented subsurface historic-era materials may be associated with a wide

variety of activities that took place in the waterfront area. These included ship building and repair, ferrying, recreational boating, fishing, and water acquisition. Although these and other activities have been well-documented in the general area, further research may be necessary to determine specifically what types of historic-period endeavors occurred directly within the CIHC site and what traces may still remain.

In addition to presently documented prehistoric and historic-era cultural resources noted within and near the CIHC, research also indicates there is a potential for subsurface archaeological materials, prehistoric in particular, to exist in the area. For example, LaJoie (2003) discusses various now-obscured landforms in and near downtown Sacramento that were intensively occupied by early Native American populations. Although since covered or otherwise obscured by historic-era fill, sites, artifacts, and human remains are frequently encountered when development activities encounter these landforms.

The overall landform within and in the vicinity of the CIHC, although clearly disturbed by modern urban development, was formed during the late Holocene (approximately 2000 BP–150 BP). Although generally stable, this landscape has been subjected to repeated flooding episodes which can deposit up to several feet of sediment during the rainy season. For example, in the Raley's Landing area, situated approximately one half-mile to the south of the CIHC and along the west bank of the Sacramento River, evidence for fairly recent historic-era flooding was noted (EDAW 2005). A stratum of fine flood-borne sediments approximately 18–24 inches thick was also noted. Artifacts contained within this stratum suggest a deposit date of around 1860 – a time prior to when the City of Sacramento moved the channel of the American River to the north to help prevent such episodes. This historically recent flood deposit likely reflects the natural hydrologic patterns that existed during prehistoric times that would have regularly buried evidence for Native American habitation.

In addition, recent excavations for the Natomas Levee Improvement Project (several miles north of the City of Sacramento) have demonstrated that significant flood deposits have deeply buried prehistoric sites along the Sacramento River (USACE and SAFCA 2007). Intact features, human interments, and artifact deposits have been located up to and exceeding two meters below the present-day ground surface and suggest that similar sites could be present in the area of the CIHC.

#### **2.3.4 AESTHETIC RESOURCES**

##### **Scenic Resources**

Scenic resources often provide a unique sense of place to an individual park as a whole, as well as to specific areas within a park unit. Scenery can be defined as the general appearance of a place and the features of its views or landscapes. It consists of both biophysical elements (landforms, water, and vegetation) and cultural, or manmade, elements. Many of the resources referred to as “scenery” or “scenic resources” would also be considered cultural landscape features in many instances (e.g., viewsheds, landforms, water, vegetation, manmade elements) and should be surveyed and evaluated. Scenic quality is an important and valuable resource,

especially on public lands. Many people value the quality of the scenery and have high expectations of scenic quality, especially when visiting California state parks.

The scenic quality of the CIHC site is influenced by its location along the western shoreline of the Sacramento River, which affords scenic vistas across the river to Discovery Park, the confluence of the American and Sacramento Rivers, and the Sacramento riverfront area. Views to and across the river contribute greatly to the appeal and character of the East Riverfront property (Exhibits 2-5).



**Exhibit 2-5: View from the East Riverfront property across the Sacramento River to Discovery Park**

As a result of its location atop the levee, the East Riverfront property also offers expansive views of established neighborhoods to the west of the site (Exhibit 2-6). These neighborhoods are generally at a sufficient distance that the view is one of rooftops and trees. However, the property's elevation, combined with its proximity to the Regatta at the Rivers neighborhood located immediately to the west, may suggest future screening to shield views from the site into nearby neighborhoods and to protect residential privacy. The vantage offered by the levee also provides views into the undeveloped former JTS and Grupe properties. The appearance of the latter property is valued by community residents for its ornamental cherry orchard (Exhibit 2-7).



**Exhibit 2-6: View to the northwest from the levee showing Regatta at the Rivers neighborhood**

The West Sacramento skyline can be seen in the distance to the south (Exhibit 2-7), and the Sacramento skyline is visible to the southeast. Both serve as reminders of the CIHC's urban context and provide a distinctive visual contrast to the site's natural features.

The native habitat, including native oak woodland and grasslands, also lend to the visual appeal of the site (Exhibit 2-8). In addition, the vegetation surrounding the pond creates opportunities to view wildlife throughout the year (Exhibit 2-9).

**Auditory Resources**

Bordered by the river and residential neighborhoods, the East Riverfront property provides a quiet respite from its urban surroundings. The site itself consists primarily of undeveloped areas with sounds generated on-site limited to those coming from vegetation and wildlife.

Auditory influences east of the site include the Sacramento River and activities on it, including boat traffic from the marina in Discovery Park and the Broderick Boat Ramp. Other sources of noise include traffic on residential streets to the west and south, and auto and boat traffic at the boat ramp. Train noises from the I-Street bridge to the city of Sacramento also contribute to the noise at the site.

Future residential construction on undeveloped properties west of the East Riverfront property could impinge on the CIHC's secluded atmosphere. However, any construction noise would be of limited duration and not a permanent element of the CIHC's auditory qualities.



**Exhibit 2-7: View to the south from Marina Way showing the levee, West Sacramento skyline, and Grupe property**



**Exhibit 2-8: View from the northwest portion of the site boundary looking southeast and showing mixed woodland and grassy areas**



**Exhibit 2-9: View toward the southeast across the pond**

The former JTS property is currently undeveloped, has been graded in preparation for condominium development, and is generally devoid of vegetation except for a large oak tree along the levee and limited areas of landscaping along the adjacent roadways (Exhibit 2-10).



**Exhibit 2-10: View to north from Marina Way of former JTS Property**

## 2.4 OPERATIONS AND MAINTENANCE FUNCTIONS

### 2.4.1 FACILITIES

#### Existing Streets and Roads

The East Riverfront property includes one existing roadway, the levee road. This narrow, two-lane roadway connects at the north end to River Crest Drive and at the south end to 4th Street (Exhibits 2-10 and 2-11). Gates located at the north edge of the East Riverfront property and at the Broderick Boat Ramp effectively prevent automobile access along the levee road; however, the road is used informally by cyclists and pedestrians. Access from the north is further constrained by a gate that controls access to the Regatta at the Rivers neighborhood.

Marina Way is a public street that was constructed to serve the now defunct marina project and continues to provide access from the west to the East Riverfront property (Exhibit 2-12). The street includes two lanes with a center median, sidewalks, and parking on both sides. The street is also gated, which prevents auto access to the site, but it is used informally for parking by cyclists and pedestrians wishing to use the levee road.



**Exhibits 2-11 and 2-12: Levee road access from the south near the Broderick Boat Ramp and from the north entrance near River Crest Drive**

In addition, the undeveloped portion of the former JTS property to the west of the site includes a street named Regatta Lane that was intended to serve the proposed residential properties and provides access to the JTS property from Fountain Drive. This street might be reused in some capacity to serve future development on the property.

#### Utilities

The East Riverfront property is undeveloped and no water, sewer, stormwater drainage, or electric service is available. However, the historical record shows that the site has at various times been occupied by a boat repair business, a restaurant, and recreational facilities, so it is reasonable to assume that underground utilities remain, although they are unlikely to be useable for new development.



**Exhibit 2-13: Partial view of Marina Way looking west from levee and showing gate, parking, and sidewalks**

Underground utilities were installed in the northern portion of the former JTS property in anticipation of the next phase of residential development. These utilities may be suitable for use by future development on that property.

#### **2.4.2 PUBLIC SAFETY**

Fire and police service to the East Riverfront property are provided by COWS. Because the property is undeveloped, public safety needs are minimal. The Master Agreement with COWS (Appendix A) specifies that a memorandum of understanding (MOU) be prepared between State Parks and COWS. It notes that State Parks will provide patrol and security services “at a level comparable to other state park units with similar characteristics” and that the area to be patrolled will include the Riverfront Path from the DWR property located north of the East Riverfront property south to the Broderick Boat Ramp.

Public safety in the vicinity is affected by a transient homeless population that can be found on properties south of the East Riverfront property and could affect safety, and perceptions of safety, at the CIHC. This concern should be addressed during coordination of public safety by service providers.

State Parks is committed to the safety of the more than 80 million visitors to its park units each year. The Master Agreement calls for State Parks to assume responsibility for the property and public safety of those using the property upon the transfer of the property to State Parks.



The future site of the CIHC has a number of crime problems that will need to be addressed, including unlawful dumping and camping on the East Riverfront and CIRI properties. The supervising State Park ranger in charge of the various elements of the emergency management considerations related to the CIHC is currently working with counterparts in the COWS Police Department to coordinate a response to issues arising at and near the CIHC site.

### **Communications**

The repeater atop the resources building on 9<sup>th</sup> Street in downtown Sacramento will accommodate FM communications with the State Parks regional communications center. There currently are no land lines available on the East Riverfront property. Cell phone coverage for the entire area has not been assessed, but is expected to be good, given the site's urban location.

### **Emergency Routes**

There are three improved routes into and out of the CIHC site, including the levee road from the north, the levee road from the south, and Marina Way. Any of these routes are adequate for the purpose of moving emergency vehicles or equipment into the site.

#### **2.4.3 ACCESSIBILITY**

The CIHC site is currently vacant and not easily accessible for people with limited mobility. With development of the CIHC, Americans with Disabilities Act (ADA) access will be developed in compliance with *California State Parks Accessibility Guidelines* (California State Parks 2009a).

## **2.5 INTERPRETATION AND EDUCATION**

### **2.5.1 EXISTING INTERPRETATION AND EDUCATION**

Because the CIHC is not currently a State Park Unit, there are no specific interpretive facilities, plans or programs in place. State Parks occasionally offers guided tours of the CIHC site to stakeholders and other interested parties. The SIM, which is the predecessor to CIHC, will be used as the baseline for CIHC planning and programming. Programs and services currently provided at the SIM include exhibits, tours, and special events such as Honored Elders Day and Acorn Day. Artifacts to be exhibited are selected from the state's extensive collection of California Indian artifacts and presented in the museum's facility at its midtown Sacramento site. Exhibits may also include panels with text and/or images, labels, sometimes modern reproduction of artifacts, cases, etc., which are purchased or specially fabricated for the exhibits. Tours are self-guided, with school children providing a significant proportion of the museum's visitation. Current programs and exhibits at the SIM are restricted and/or governed by the limitations of this relatively small venue.

State Parks has a long tradition of working with the educational community and local, regional and statewide stakeholders. Outreach methods include newsletters, brochures, a Web site, special events, and educational programs, including direct outreach to local schools, both

primary and secondary, and temporary and traveling exhibits. The CIHC will maintain its current partnership with the California Indian community and California schools through lectures, workshops, and hosting meetings, such as the annual California Indian Conference.

The existing SIM facility was constructed in 1940 and is approximately 4,650 square feet in size with an adjoining, fenced yard that is slightly smaller in size. SIM plans for the immediate future include: expansion of outreach activities; additional California Indian led activities, which would include renovation of outdoor area traditional California Indian dwellings/structures; and the general renovation and refurbishment of the outdoor activity areas. Interpretive and educational programming at the SIM is primarily focused on the displays that represent various aspects of many California Indian tribes. These displays do not evenly reflect the various regions of the state, however.

### **Ongoing Interpretation and Education**

Interpretation at the SIM has been focused on the following themes:

- a. The material culture is inseparable from the people
- b. Materials and their use
- c. How cultures evolve
- d. Honored Elders as cultural advocates
- e. Celebration, dance and music
- f. The diversity amongst the group referred to as California Indian
- g. The arrival of outsiders and the impact on tribes and individuals

These themes are typically portrayed through the use of exhibits and special events. School groups and visiting families are typically introduced to the above topics through a scavenger hunt that encourages them to seek out and learn the answers to certain topics through the use of a guide sheet requiring carefully study of various topic areas. Exhibits include several hands-on stations featuring reproduced materials that are or were relevant to the California Indian way of life. SIM staff participates in outreach programs to schools, community organizations, and other California Indian museums and/or organizations. Background information on California Indian history, SIM exhibits, and sample study questions are featured in the *Guide for Educators* (California State Parks 2010).

Special events held at the SIM typically have a specific interpretive focus. Frequently, conducted outside, they usually include a variety of hands-on activities. Volunteer docents and special visitors give presentations and provide opportunities for participation in hands-on activities. Special recognition of those who are leaders in the California Indian community takes place during the Honored Elders Day event. The special event known as Acorn Day is a hands-on event that ties the California Indian community to the natural resources that were and are used in daily life. Guest presenters have stations at which guests can participate in hands-on activities. Guest speakers and authors are periodically scheduled to present topics of interest to the community.

### **SIM Interpretation and Education Facilities**

In addition to the main building, an enclosed outdoor area has housed several California Indian living structures in the past, though only one such structure, a round house, currently stands. Previous interpretive structures included a tule hut and a cedar bark hut. Beds planted with California native plants surround the perimeter of the SIM and the adjacent pond. Many of the native plants have identifying name panels.

### **CIHC Outreach Program**

A major activity of the SIM staff currently is the CIHC outreach program. The outreach team actively seeks out opportunities throughout the state to present the CIHC at special events to build support for the project. This constituency will, in turn, become the first to provide input to the various design, education, and interpretive teams working on the CIHC.

### **Current Exhibits**

Current exhibits at the SIM reflect California Indian heritage through numerous cultural items, which includes a particularly rich collection of basketry and clothing. Traditional baskets that once served as pots and pans, and dishes for processing food and cooking can be viewed. Other types of basketry included burden baskets, water baskets, baskets used for processing seeds and parching acorns, and gift baskets. Traditional dance regalia, including feather headbands, plume sticks, dance capes and headdresses are also on display, as are musical instruments such as the foot drum, clapper stick, wood and bone whistles, and dance rattles.

### **SIM Print Publications**

Current publications include the 2010 revision of the Guide for Educators, a museum guide for visitors, and several local museum guides that have entries regarding the SIM. A SIM brochure promotes various aspects of the current facility. In addition to the SIM brochure, a promotional brochure for the CIHC has been created for use by the CIHC outreach team.

### **Electronic Interpretation**

SIM has a website that has links to the CIHC project, and video media for Sacramento area parks including the SIM. Audio and visual materials related to the collections and interpretive and/or educational materials are sold through the cooperating association at the museum store.

### **Universal Accessibility of Park Interpretation**

The portion of the collection that is currently on display at SIM is accessible with regard to the eye-level of the display and height and font of printed information. Accessibility plans for visual impairments, hearing impairments, learning/developmental disabilities and limited English proficiency have not been yet been addressed.

### **Interpretation and Education Planning**

Previous CIHC planning activities included a comprehensive effort to develop common ground for the future development of Interpretive and Educational Planning. The *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007) documents the process, steps and goals of the CIHC as seen by representatives of the California Indian community, the CIHC Task Force, six advisory groups and State Parks and is intended to serve as “a conceptual master plan of themes, ideas and stories to be told....”

A second planning document, the Concept Masterplan, provides the focus for the physical development of the interpretive and educational plans for the East Riverfront property.

### **Interpretive Collections**

The majority of the Native American Tribal Treasures (collections) in the SIM/CIHC holdings are from large collections assembled by private individuals in the first half of the 20th century and subsequently donated to the State of California. In addition, State Parks has received other private donations, acquired some things with new park properties, accepted a few loans from other institutions, and made some purchases. The collection is available for use or study by appointment. Reproduction material is used for demonstration or other hands on use. An Interim Scope of Collections Statement prepared concurrently with this General Plan is available in Appendix F.

### **Interpretation Audience Demographics**

To date, no comprehensive survey to determine if the visitation to the SIM is consistent with the surrounding community’s demographics has been conducted. Recently, a language usage survey was conducted by SIM staff during the first week of August, 2010, and the second week of September, 2010, but results have not yet been made available. The SIM has also participated in Phase 1 of a Capital District visitor survey that aims to analyze use at various park units within the District, but this survey is incomplete at this time. Unfulfilled wants and needs for the SIM (and the CIHC) may be identified once this year-long survey has been completed and the results have been compiled and analyzed.

### **Support for Interpretation**

Interpretive support for the SIM is provided by paid and volunteer unit staff, and augmented by district staff as needed. The unit staff includes a guide, a curator, a park interpretive specialist, a superintendent, and volunteers from the unit docent program. When marketing and promotional products are needed, District staff provides additional technical expertise and guidance.

The SIM currently has a budget to support seasonal and permanent staff. This budget will be applied to the CIHC, as the SIM moves over to and becomes integrated with the CIHC. The SIM’s existing maintenance funding will be transferred to the CIHC and can be expected to be augmented based on the needs of the new operation.

Additional support has been supplied by the unit's cooperating association, the California Indian Heritage Center Foundation, for funding special projects and the coordination of special events such as the Honored Elders Day event.

### **Local, Regional, and Statewide Context**

The CIHC aspires to provide a statewide perspective of California Indian stories, while acknowledging the cumulative stories of all the regional groups and individual tribes. This philosophy is espoused in many locations but specifically can be found in the Developing Vision under the Education and Interpretive Principles Section (page 31) where the first three bullets address State, Regional and Community levels of education and interpretation. These principles direct the CIHC to:

- ▶ Consult with California Indian people to develop an objective portrayal of the history, stories, cultures and traditions of California's Native Peoples.
- ▶ Facilitate collaboration for the network of California Indian Regional museums and cultural centers throughout the State.
- ▶ Emphasize the richness and diversity of California Native communities and their traditions.

This understanding of the big picture and the various pieces that make the story complete are repeatedly addressed throughout the Developing Vision and the Concept Masterplan.

The significance of the SIM's resources is based upon the broad spectrum of California tribes (though there is a small but significant portion of the collection that represents non-California tribes as well) represented by the collection. (The information below is taken from the Scope of Collections Statement, included in Appendix F.)

*By far the largest representation in the Statewide Ethnographic Collection is of California Native American cultures, with over 23,000 objects. Of the California items which have at least one cultural affiliation noted in their records, the largest representation is of the Hupa, Karuk, and Yurok groups in northwestern California with about 2,450 items. Other cultural groups represented in significant numbers are Miwok (about 1,750), Maidu (about 1,700), Pomo (about 1,300), Chumash (about 1,000), Yokuts (about 800), Klamath and Shasta (about 750), Patwin/Wintun (about 600), Achomawi/Atsegewi/Pit River (about 520), and Washoe (about 520). Less than 200 items were identified with specific southern California cultures.*

*Many of the California items are identified only by general region rather than by cultural group. About 2,800 are identified simply as from California, about 1,000 from northeastern California, about 260 from northwestern California, about 4,000 from the Sacramento Valley, and about 275 from southern California.*

*The largest category is stone tools and implements, including items like projectile points, blades, hammer stones, and mortars. Another large category is basketry, which has been the object of many requests by Native Americans and others for access to the ethnographic collections. The State Parks' nationally known basket collection includes about 3,500 baskets that reflect the diversity and antiquity of human experience of California Indians. Other kinds of objects include all aspects of Native American material culture: bone tools and implements, ceramic objects and shreds, hunting and fishing equipment, weapons, smoking implements, game pieces, toys, textiles, clothing, and objects of personal adornment.*

This large collection has educational and interpretive relevance to a great many California Indian peoples throughout the state.

With a new influx of money from various sources, many tribes are building collections for their own cultural centers. Regional Indian museums exist within the State Park system, but their focus is on the people and cultures within the immediate area of that specific facility or unit. The SIM is the only state facility that tries to address all California Indian cultures, past, present and future. The SIM is not large enough to be successful in this endeavor, so the CIHC project will fill the obvious gaps and replace this facility. CIHC is envisioned as a partnership with the California Indian peoples. Based upon input, staffing and philosophies of the Native People of California, the CIHC Park will tell the stories that need to be told.

## **2.5.2 INTERPRETATION ISSUES, OPPORTUNITIES, AND CONSTRAINTS**

The natural and cultural history of the East Riverfront property offer broad interpretive and educational opportunities. Interpretive opportunities include those related to the river, flooding, early settlement of the site, and the central valley. State Parks staff has prepared an application for a Nature Education Facilities (NEF) grant to secure funding for habitat restoration and associated interpretation and visitation opportunities at the CIHC site. (It should be noted that the NEF program is highly competitive and that funding for this initial phase is uncertain at this time. A decision on the grant application is expected in April 2011.)

Specific opportunities identified in the grant include the following:

- ▶ Increase visitation by targeted groups, California primary school children, and the Native American community, by offering more diverse and more frequent special events.
- ▶ Offer high-quality outdoor interpretation and nature education, not possible at the current SIM.
- ▶ Connect Native American culture, material culture, history, and the environment to visitors by utilizing the restored Sacramento riparian environment created by the project as an outdoor classroom.

- ▶ Increase outreach to regional schools with an emphasis on connecting the relationship between Native American culture and the evolution of the California landscape.
- ▶ Produce temporary and traveling exhibits that connect the relationship between Native American culture and the evolution of the California landscape.

Staff anticipates that sustainable design techniques used at the CIHC will be interpreted through an exhibit, guided interpretive tours, and outdoor interpretation. There will also be lectures and workshops on the planning, construction, and maintenance of the site restoration. Interpretive programming will enhance the environmental stewardship themes that will be interpreted in the CIHC indoor and outdoor programs. Displays, a brochure, and interpretive programs will provide interpretive messages about specific aspects of the materials, energy use, and traditional structures. A website to be developed will contain interactive interpretive archives. Technology may also be used in other ways, such as cell phone tours, smart phone applications, etc.

Tours of the restored site will stop to discuss the story of the pond's restoration and continuing maintenance and how sustainable practices are integral to Native American culture. In addition, the CIHC Web site and an associated brochure will discuss the pond's restoration and continuing maintenance, sustainable practices used by Native Americans, and the importance of environmental stewardship. Interpretive media and programming will be developed to discuss sustainable design, techniques, and environmental stewardship for K-12 school children.

The opportunities for interpretation at the new CIHC are extensive, especially when compared to the limitations and constraints of the SIM. Larry Myers, of the Pomo Nation, who also serves as the Chair of the California Indian Heritage Center Foundation, wrote of the opportunities in the Developing Vision when he said:

*The CIHC will be a place where California Indians can preserve and share their values, a place to tell their stories in their own way. It will be a source of pride for the California Indian community and a place to welcome all Californians, as well as guests from around the world. It will have within its walls traditional Tribal Treasures that are seen by contemporary California Indians representing their past and present. For that reason, the CIHC will be a place where California Indian methods for caring for Tribal Treasures will establish common ground with traditional museum practices. It will be a place that will support the development and operations of regional tribal museums. The CIHC will be a place where California Indians will share their cultural values and treasures with one another and with all those welcomed at its doors. It will be a place with strong ties to the educational community, where California Indians can teach their values, their past, their present and their vision for the future. The CIHC will be a place well-grounded in contemporary issues affecting California Indians and will not shy away from controversial issues. It will be a place fully integrated into the environment, in a way that will merge the built facilities with the natural*

*geography and the story of California's first peoples. The complexities of this project can seem daunting, but its rewards are profoundly important. Please join us as we make this vision a reality.*

His optimism for the future opportunities is especially important for those who would compare the future CIHC with the current SIM, where dedicated staff works hard to accurately portray the stories that they can, but who are hampered by obvious limitations inherent with the existing facility. The current site of the SIM is limited by interior and exterior space, the lack of natural resource opportunities, the inability of the site to support an environmental interpretation program, and by impacts from adjacent park units.

The current size of the SIM limits the stories that can be told by the various collections held by State Parks. There are as many stories as there are tribes, yet the space available is 4,650 square feet. There is little space available for educational programs, and no space for storage of Tribal Treasures (collections) that are not directly part of the current exhibits. The SIM lacks space to study display items without creating blockages in the visitor traffic flow around the current exhibits. Any item not on display must be visited at a separate facility several miles away. The SIM does not offer space for any traveling exhibits. Exchanges with other cultural centers are primarily one way, with the SIM lending out, and having no ability to bring in outside displays. The existing facility has extremely limited indoor educational opportunities. Programs depicting special items of interest or discussion are also very limited.

The interpretation that can be accomplished outside is also very limited at the SIM. The site has a small fenced exterior yard that at one time held three California Indian structures and a small fire pit. The perimeter of the SIM also has some native California plants that were utilized in various ways by the Indian peoples. Due the small amount of space available, only samples are grown and may not be incorporated into the educational program. The small size of the yard limits the SIM's ability to interpret other outdoor activities including native dance, building demonstrations (e.g., tule boat building) and/or various California Indian games.

In addition to the items that could be planted in a demonstration garden, the SIM is set within an urban park setting, so there are no naturally occurring resources. There is no opportunity to collect items that could be used to interpret the daily life of a California Indian tribe. Any plants or vegetation found on the current site would have been place there for a specific purpose, and the removal thereof would be contrary to the existing landscaping plans.

The existing location also offers no opportunity to explore the relationship between the native people and the environment. The climate/weather in California was closely tied to the way the Native peoples lived their lives. As the seasons changed, there were different challenges and opportunities. The SIM offers no way to explore these important cycles other than with pictures and text. The relationship of the people to the land and weather varied greatly depending upon what location in California the tribe was from. With extremely limited open space, opportunities for interpreting this relationship are very limited.



One other significant limitation to the current location is its physical proximity to Sutter's Fort State Historic Park. While Sutter's Fort is iconic to the opening of California to the people from the east coast, it is also an anathema to the California Indian peoples. The discovery of gold on Sutter's property in the foothills and the subsequent mass migration of people from all over the world had a tragic impact on the Indian peoples. Whether from the destruction of food supplies, the spread of disease or purposeful killing of the native California peoples, Sutter's Fort represents the beginning of a very bleak period for California Indians. Co-locating the SIM on the same grounds as Sutter's Fort is a constant reminder of the suffering that the Indian people endured during that time period.

## 2.6 PARK SUPPORT AND PARTNERSHIPS

### 2.6.1 VOLUNTEERS

The SIM has an existing volunteer program and California Indian volunteers are a critical part of this volunteer staffing. The existing program will move to the CIHC upon completion of Phase 2. Docents conduct orientations for school groups, maintain the native plants around the museum, and provide unique skills for special events that are conducted in and about the SIM grounds. It is anticipated that the staff will increase as more opportunities present themselves at the CIHC. There is also a need for adequate staffing for volunteer management, space for volunteer activities, etc. that will be accommodated at the CIHC.

### 2.6.2 COOPERATING ASSOCIATIONS AND SUPPORTING GROUPS

The California Indian Heritage Center Foundation (CIHCF) was incorporated on February 4, 2009. The CIHCF is a nonprofit corporation whose mission, according to their bylaws, is "to raise funds to support the existing State Indian Museum, as well as to promote the development and operation of the California Indian Heritage Center, and to further the educational and interpretive activities for the benefit of the public." The CIHCF is in the formative stages as a cooperating association to State Parks.

The CIHC, along with all State Park units, enjoys the support of other organizations including the California State Parks Foundation (CSPF) and the Native American Heritage Commission (NAHC) amongst others.

## 2.7 PLANNING INFLUENCES

### 2.7.1 SYSTEM-WIDE PLANNING

#### State Parks Mission Statement

The mission of State Parks 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."

### **Inventory, Monitoring, and Assessment Program**

As indicated by its name, the purpose of State Park's Inventory, Monitoring, and Assessment Program (IMAP) is to inventory, monitor, and assess the condition of natural resources in the State Park system. The goal of the program is to prepare IMAP plans for each of the state parks using the Environmental Condition Assessment (ECA) process. ECA is a multilevel process for establishing long-term monitoring that uses "environmental indicators" as a primary tool to assess current resource conditions and to detect change in these conditions over time.

The natural resources that may be included in the ECA are wildlife, vegetation, and physical assets. The ECA process is used to identify the significant resources that will be inventoried and monitored. The resulting data is then used to modify and update the monitoring program and to provide adaptive management of the park and proactive planning. ECA emphasizes scientifically based resource management practices and allows park staff to understand how the resource condition of the park affects the visitor experience and the health of ecosystems outside of the park.

The level of ECA (i.e., preliminary, reconnaissance, baseline, comprehensive, intensive) implemented at each park depends on the priority of issues identified during the preliminary-level ECA and the availability of state park resources. Baseline assessments are performed for new property acquisitions.

Because the CIHC is not currently a state park, no ECA has been conducted to date. However, once established, biological data for the park would be collected consistent with the ECA.

### **Americans with Disabilities Act and Access to Parks Guidelines**

The ADA, the federal law that prohibits discrimination on the basis of disability, applies to all actions by the states, including the preparation of state park general plans. In compliance with the ADA, State Parks publishes the Accessibility Guidelines (California State Parks 2009a), which state that accessibility is influenced by the location and type of park and that basic services and experiences need to be accessible to all people with disabilities, while maintaining the intrinsic qualities of the place.

The Accessibility Guidelines detail the procedure to make state parks universally accessible while maintaining the quality of park resources. Also included in the guidelines are recommendations and regulations for complying with the standards for accessibility. State Parks has also published the *All Visitors Welcome: Accessibility in State Park Interpretive Programs and Facilities* (California State Parks 2003), which provides guidance on developing accessible interpretive programs and facilities.

State Park's *Transition and Trail Plans for Accessibility in State Parks* (California State Parks 2001) outlines State Park's commitment to achieving programmatic access throughout the state park system and in each of the parks. The visions of these guidelines and plan are embodied in this General Plan.

### **California Heritage Task Force**

Established in 1981 by the California Legislature, the California Heritage Task Force (CHTF) was created to develop a set of policies and programs for the state's cultural heritage resources. As a result of a Cultural Heritage Resources Summit in Los Angeles in November 2002, a report was published updating a 1984 CHTF report. The updated report is used as a guide to writing legislation on cultural resource management.

### **Public Resources Code**

The California Public Resource Code (PRC) vests certain powers and responsibilities in State Parks. For example, PRC Section 5024 defines the requirements regarding the treatment of historic, recreational, and other types of resources. PRC also grants State Parks the authority to enter into agricultural leases, contract for concession or operating agreements, operate hostels, and pursue other management activities.

PRC Section 5010.1 grants State Parks the right to enter a contract with another organization for the collection of fees, rents, or other returns, or the operation of reservation systems, derived from the use of any state park system area on behalf of the state or operating public agency.

PRC Section 513 describes the conditions under which State Parks may enter an agreement with a nonprofit association to engage in educational or interpretive work in a state park system unit.

PRC Section 5019.50–5019.80, Classification of Units of the State Park System, provides guidelines for the designation of state park units and guiding principles for improving state parks. The PRC classifies different types of state park units and provides guidelines for the upkeep and improvements of park units.

## **2.7.2 REGIONAL PLANNING**

### **Regional Plans and Programs**

In addition to the COWS General Plan, the following planning documents and conservation plans are relevant for future management of the CIHC.

#### ***City of West Sacramento Parks Master Plan***

The *City of West Sacramento Parks Master Plan* (COWS Parks Plan) (2004) was prepared as a long-range plan to guide the development, operation, and maintenance of the COWS' park and open space system. The document identifies the Sacramento River and its confluence with the American River as defining characteristics of the city and its history.

The East Riverfront property is specifically mentioned in the COWS Parks Plan as a potential site for the State of California Governor's residence. Plans originally called for 10–12 acres to be dedicated for the residence itself, which would be off-limits to the general public. The

remaining 31–33 acres were intended to be developed as a State Park. The COWS Parks Plan noted the importance of ensuring that a continuous recreation corridor be developed along the entire waterfront of this property. Plans to construct the Governor’s residence on the East Riverfront property have been abandoned.

The COWS Parks Plan identifies the Sacramento River as central to the identity and image of the city. The confluence of the American and Sacramento Rivers is one of the unique places that attract many people. Providing convenient and safe public river access that is also sensitive to the natural environment is a key opportunity identified in the COWS Parks Plan. The plan also identifies the demand for improved water access: for water-related recreation such as fishing, boating, swimming, and passive use and for recreation corridors and trails along the river.

### ***City of West Sacramento Urban Water Management Plan***

The *City of West Sacramento Urban Water Management Plan* (COWS Water Plan) (2005) was prepared in compliance with state requirements to provide municipal water planning, conservation, and management programs and policies. The document defines the City’s water service area, which includes the CIHC site. The North Delta Water Agency supplies water through an MOU to most of West Sacramento south of approximately Sacramento Avenue. A small northern portion of the city, which includes the CIHC site, is served by water obtained from the U.S. Bureau of Reclamation (Reclamation) under Contract No. 0-07-20-W0187. Reclamation allows COWS to divert water from the Sacramento River, which is metered and recorded at the Bryte Bend Water Treatment Plant. The amount of water diverted is not permitted to exceed 21.1 million gallons per day or 23,600 acre-feet per year. During low-water periods, there is the potential for this diverted water to be inadequate to meet all needs in the service area, during which water must be obtained from other sources, such as the North Delta Water Agency. Water supplies for the CIHC should therefore include Reclamation, the North Delta Water Agency, and COWS in any agency coordination efforts to define water service to the CIHC.

### ***Sacramento Riverfront Master Plan***

The COWS and City of Sacramento’s *Sacramento Riverfront Master Plan* (Riverfront Master Plan) (2003) was commissioned by the Cities of West Sacramento and Sacramento as a joint planning effort for lands along the Sacramento River. The planning area consists of lands located approximately between a “proposed state park” (the CIHC site in West Sacramento) and Discovery Park (Sacramento) on the north and Central Park (West Sacramento) and Miller Park (Sacramento) on the south. The plan provides a comprehensive vision for lands along the riverfront, with an emphasis on improvements to open space, parks, and transportation in the area. At the time the plan was devised, the CIHC site was identified as the site of the future Governor’s mansion and state park, a vision for the site that has since been superseded by the CIHC. The Riverfront Master Plan is a study plan and does not carry regulatory weight. The focus of the plan is to create riverfront neighborhoods and districts, to establish a web of connectivity, to strengthen the green backbone of the community, and to make places of celebration that encompass both of the riverbanks (COWS 2009:2-38).

Overall, the General Plan is consistent with and contributes to the Riverfront Master Plan's vision to create a linear open space and park area affording access to the Sacramento River. In addition, several specific features identified in the plan have been incorporated into the Preferred Alternative created for this General Plan. These features include extension of the riverfront pedestrian and bicycle path from the existing river walk in West Sacramento to the Bryte Bend Bridge (Projects C5 and C6 in the Riverfront Master Plan) and the longer term construction of a pedestrian and bicycle bridge from Richards Boulevard to "the proposed marina and state park" (now the CIHC). Proposed transportation improvements, such as pedestrian access on the I Street Bridge, would benefit the CIHC and should be considered as part of any ongoing agency coordination efforts.

As of 2007, Phase 1 and Phase 2 of Riverwalk Park, Riverfront Park, plazas, ramps, and a promenade along 1,800 feet of the West Sacramento bank of the river from Tower Bridge to E Street have been constructed. (COWS 2009: 2-28, 2-29).

### ***West Sacramento General Plan and Zoning***

COWS adopted its current *City of West Sacramento General Plan* (COWS General Plan) in 1990, and the policy document was last amended in 2004. The most recent land use diagram for general plan purposes is dated 2000 (COWS 2009: Figure 2-4) and designates the CIHC East Riverfront property as Riverfront Mixed Use. Riverfront Mixed Use provides for marinas, restaurants, retail, amusement, hotel and motel uses, midrise and high-rise offices, multifamily residential oriented principally toward the river, and public- and quasi-public use (COWS 2009:2-17). COWS is currently working on a comprehensive update of the COWS General Plan.

Current goals and policies in the COWS General Plan relevant to the CIHC seek to enhance the relationship between the city and the Sacramento River, encourage COWS to support development projects and public access to the Sacramento River for recreation purposes, and encourage programs that enhance public appreciation and awareness of the natural environment. COWS General Plan policies require COWS to implement the Riverfront Master Plan, which provides for a system of continuous pedestrian and bicycle pathways along the river; protects against the loss or degradation of native vegetation and wildlife communities in West Sacramento, including wetland and riparian habitats along the river; and preserves populations of rare, threatened, and endangered species.

Current zoning on the CIHC project site is Waterfront with a Planned Development overlay zone (WF/PD).

### ***American River Parkway Plan***

Discovery Park and Tiscornia Park, located within the American River Parkway in Sacramento, are located at the confluence of the American River and the Sacramento River, on the opposite bank of the river from the CIHC project site. The purpose of the *American River Parkway Plan* (Sacramento County 2008) is to provide a guide for land use decisions affecting the parkway. The plan specifically addresses the preservation, use, development, and administration of the parkway.

The *Discovery Park Area Plan* includes Discovery Park proper on the north bank of the American River and Tiscornia Park on the south bank of the American River, at the confluence with the Sacramento River. The *Discovery Park Area Plan* contains Policy 10.4.3, which supports construction of a trail from Tiscornia Park to West Sacramento, including a bike/pedestrian bridge across the Sacramento River (Sacramento County 2008:150, 151).

### ***Yolo Natural Heritage Program***

The Yolo Natural Heritage Program is a countywide natural communities conservation plan/habitat conservation plan (NCCP/HCP) for a 653,820-acre planning area that encompasses all of Yolo County. The Yolo Natural Heritage Program will conserve the natural open space and agricultural landscapes that provide habitat for many special-status and at-risk species found within the habitats and natural communities in the county. The Yolo Natural Heritage Program will describe the measures that will be undertaken to conserve important biological resources, obtain permits for urban growth and public infrastructure projects, and continue Yolo County's rich agricultural heritage (Yolo Natural Heritage 2010).

The Yolo County NCCP/HCP Joint Powers Agency ("JPA") was formed in August 2002 for the purposes of acquiring Swainson's hawk habitat conservation easements and to serve as the lead agency for the preparation of the Yolo Natural Heritage Program. The JPA governing board comprises representatives from member agencies, which include two members of the Yolo County Board of Supervisors; one member each from the City Councils of Davis, Woodland, West Sacramento, and Winters; and one ex-officio member from the University of Davis, California (Yolo Natural Heritage 2010).

The JPA completed the first phase of the Yolo Natural Heritage Program including establishment of a steering advisory committee and a technical advisory committee, preparation of a draft ecological baseline report, development of a geographic information system (GIS) database, and completion of the Independent Science Advisors process. The next major phase is currently underway and focuses on developing conservation strategies and preserving design alternatives (Yolo Natural Heritage 2010).

The planning team coordinated with the executive director of the Yolo Natural Heritage Program during development of the General Plan to ensure that their goals are mutually compatible and to explore the potential roles of the CIHC site in the eventual implementation of the Yolo Natural Heritage program.

## **2.7.3 REGULATORY INFLUENCES**

### **State Laws and Regulations**

#### ***California Endangered Species Act***

Pursuant to CESA and Section 2081 of the California Fish and Game Code, a permit from DFG is required for projects that could result in the take of a state-listed threatened or endangered species (i.e., species listed under CESA), except that plants may be taken without a permit

pursuant to the terms of the California Native Plant Protection Act (California Fish and Game Code Section 1900 et seq.).

### ***Section 1600 of the California Fish and Game Code***

All diversions, obstructions, or changes to the natural flow or bed, channel, or bank of any river, stream, or lake in California that supports wildlife resources are subject to regulation by DFG under Section 1602 of the California Fish and Game Code. Under Section 1602, it is unlawful for any person to substantially divert or obstruct the natural flow or substantially change the bed, channel, or bank of any river, stream, or lake designated by DFG, or use any material from the streambeds, without first notifying DFG of such activity and obtaining a final agreement authorizing such activity. "Stream" is defined as a body of water that flows at least periodically or intermittently through a bed or channel having banks and that supports fish or other aquatic life. DFG's jurisdiction within altered or artificial waterways is based on the value of those waterways to fish and wildlife. A DFG Streambed Alteration Agreement must be obtained for any project that would result in an impact on a river, stream, or lake.

### ***Section 401 Water Quality Certification/Porter-Cologne Water Quality Control Act***

Under Section 401 of the CWA, an applicant for a Section 404 permit must obtain a certificate from the appropriate state agency stating that the intended dredging or filling activity is consistent with the state's water quality standards and criteria. In California, the authority to grant water quality certification is delegated by the State Water Resources Control Board to the nine RWQCBs. Each of the nine RWQCBs must prepare and periodically update basin plans for water quality control in accordance with the Porter-Cologne Act. Each basin plan sets forth water quality standards for surface water and groundwater, as well as actions to control nonpoint and point sources of pollution to achieve and maintain these standards. Basin plans offer an opportunity to protect wetlands through the establishment of water quality objectives. Under the Porter-Cologne Act, wetlands and drainages that are considered waters of the United States by USACE are often classified as waters of the state as well.

More recently, the appropriate RWQCB has also generally taken jurisdiction over "waters of the state" that are not subject to USACE jurisdiction under the federal CWA, in cases where USACE has determined that certain features do not fall under its jurisdiction. Mitigation requiring no net loss of wetlands functions and values of waters of the state is typically required.

### ***California Fish and Game Code Section 3503.5 (Protection of Raptors)***

Section 3503.5 of the California Fish and Game Code states that it is unlawful to take, possess, or destroy any raptors (i.e., species in the orders Falconiformes and Strigiformes), including their nests or eggs. Typical violations include destruction of active raptor nests as a result of tree removal and failure of nesting attempts, resulting in loss of eggs and/or young, because of disturbance of nesting pairs by nearby human activity.

### **California Department of Fish and Game Species Designations**

DFG maintains an informal list of species called “species of special concern.” These are broadly defined as plant and wildlife species that are of concern to DFG because of population declines and restricted distributions, and/or because they are associated with habitats that are declining in California. These species are inventoried in the CNDDDB regardless of their legal status. Impacts on species of special concern may be considered significant under CEQA.

### **California Native Plant Society Species Designations**

CNPS is a statewide nonprofit organization that seeks to increase understanding of California’s native flora and to preserve this rich resource for future generations. CNPS has developed and maintains lists of plants of special concern in California as described above under “Special-Status Species.” CNPS listed species have no formal legal protection, but the values and importance of these lists are widely recognized. CNPS List 1 and 2 species are considered rare plants pursuant to Section 15380 of CEQA, and it is recommended that they be fully considered during preparation of environmental documents relating to CEQA.

### **Federal Laws and Regulations**

#### ***Clean Air Act of 1963, as Amended***

The federal government first adopted the Clean Air Act (CAA) (U.S. Code Section 7401) in 1963 to improve air quality and protect the citizens’ health and welfare, which required implementation of national ambient air quality standards (NAAQS). The NAAQS are revised and changed when scientific evidence indicates a need. Current standards are set for sulfur dioxide, carbon monoxide, nitrogen dioxide, ozone, suspended particulate matter, fine particulate matter, and lead. These pollutants are collectively referred to as criteria pollutants. The CAA also requires each state to prepare an air quality control plan referred to as a State Implementation Plan (SIP). The federal Clean Air Act Amendments of 1990 added requirements for states with nonattainment areas to revise their SIPs to incorporate additional control measures to reduce air pollution. The SIP is modified periodically to reflect the latest emissions inventories, planning documents, and rules and regulations of the air basins as reported by their jurisdictional agencies.

The EPA has been charged with implementing national air quality programs. EPA’s air quality mandates are drawn primarily from the federal CAA, which was enacted in 1970. The most recent major amendments made by the U.S. Congress were in 1990. EPA reviews all SIPs to determine conformance to the mandates of the CAA and its amendments and to determine whether implementation of the SIPs will achieve air quality goals. If EPA determines that a SIP is inadequate, a Federal Implementation Plan that imposes additional control measures may be prepared for the nonattainment area. Failure to submit an approvable SIP or to implement the plan within the mandated time frame may result in application of sanctions to transportation funding and stationary air pollution sources in the air basin.

Pursuant to the CAA, state and local agencies are responsible for planning for attainment and maintenance of the NAAQS. EPA classifies air basins (i.e., distinct geographic regions) as either



attainment or “non-attainment” for each criteria pollutant, based on whether or not the NAAQS have been achieved. Some air basins have not received sufficient analysis for certain criteria air pollutants and are designated as “unclassified” for those pollutants. The Sacramento Metropolitan Air Quality Management District and California Air Resource Board are the responsible agencies for providing air quality attainment plans and for demonstrating attainment of these standards within the project area.

Currently, no federal laws related to greenhouse gas emissions (GHG) and climate change are directly relevant to this analysis. EPA issued Title 40 of the Code of Federal Regulations, Part 98, which became effective December 29, 2009, requiring large sources and suppliers of fossil fuels or industrial greenhouse gases, manufacturers of vehicles and engines, and facilities that emit 25,000 metric tons or more per year of GHG emissions to submit annual reports to EPA. However this mandatory GHG reporting law does not apply to this project or this analysis.

### ***Section 106 of the National Historic Preservation Act***

Section 106 review includes the scoping, identification, assessment, and consultation called for in 36 CFR 800.8 to determine effects on properties included in or eligible for listing on the National Register of Historic Places (NRHP). Section 106 review is conducted to determine whether significant (per NRHP criteria) resources will be adversely affected by an undertaking, and if so, whether measures can be implemented to reduce adverse effects to a less-than-significant level. Section 106 does not deal with effects on all types of cultural resources, or all cultural aspects of the environment; it deals only with effects on properties included in or eligible for the NRHP.

Section 106 and its implementing regulations requires federal agencies to consider the effects of their actions or those they fund or permit (an “undertaking”), on the properties that may be eligible for listing on or are presently listed on the NRHP. To determine whether an undertaking could affect NRHP-eligible properties, cultural resources (including archaeological, historical, and architectural properties) must be inventoried and evaluated for listing on the NRHP. Although compliance with Section 106 is the responsibility of the lead federal agency, the necessary steps can be conducted by a qualified representative of the lead agency. The Section 106 review process involves a four-step procedure:

- ▶ Initiate the Section 106 process by establishing the undertaking, developing a plan for public involvement, and identifying other consulting parties.
- ▶ Identify historic properties by determining the scope of efforts, identifying cultural resources, and evaluating their eligibility for inclusion on the NRHP.
- ▶ Assess adverse effects by applying the criteria of adverse effects on historic properties (resources that are eligible for inclusion on the NRHP).

- ▶ Resolve adverse effects by consulting with the State Historic Preservation Officer (SHPO) and other consulting agencies, including the Advisory Council on Historic Preservation if necessary, to develop an agreement that addresses the treatment of historic properties.

The NRHP is a register of districts, sites, buildings, structures, and objects of significance in American history, architecture, archaeology, engineering, and culture. The regulations provided in 36 CFR Part 60.4 describe the criteria to evaluate cultural resources for inclusion in the NRHP. Cultural resources can be significant on the national, state, or local level. Properties may be listed in the NRHP if they possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- a) are associated with events that have made a significant contribution to the broad patterns of our history;
- b) are associated with the lives of persons significant in our past;
- c) embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess a artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- d) have yielded, or may be likely to yield, information important in prehistory or history.

#### ***Federal Endangered Species Act***

USFWS and the National Marine Fisheries Service (NMFS) have authority over projects that may result in take of a species listed as threatened or endangered under ESA (i.e., a federally listed species). In general, persons subject to ESA (including private parties) are prohibited from “taking” endangered or threatened fish and wildlife species on private property, and from “taking” endangered or threatened plants in areas under federal jurisdiction or in violation of state law. Under ESA, the definition of “take” is to “harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct.” USFWS has also interpreted the definition of “harm” to include significant habitat modification that could result in take. If a project would result in take of a federally listed species, either an incidental-take permit, under Section 10(a) of ESA, or a federal interagency consultation, under Section 7 of ESA, is required before the take can occur. Such a permit typically requires various types of mitigation to compensate for or minimize the take.

#### ***Section 404 of the Clean Water Act***

Section 404 of the CWA requires that any person conducting any activity that involves any discharge of dredged or fill material into waters of the United States, including wetlands, obtain a permit. USACE is responsible for issuing permits for the placement of fill or discharge of material into waters of the United States required under CWA Sections 401 and 404. Water supply projects that involve instream construction, such as dams or other types of diversion structures, trigger the need for these permits and related environmental reviews by USACE.

USACE also is responsible for flood control planning and assisting state and local agencies with the design and funding of local flood control projects.

### ***Migratory Bird Treaty Act***

The Migratory Bird Treaty Act (MBTA), first enacted in 1918, provides for international protection of migratory birds and authorizes the Secretary of the Interior to regulate the taking of migratory birds. The MBTA states that it shall be unlawful, except as permitted by regulations, to pursue, take, or kill any migratory bird, or any part, nest, or egg of any such bird. The current list of species protected by the MBTA can be found in Title 50 of the California Federal Regulations, Section 10.13. The list includes nearly all birds native to the United States. Loss of nonnative species, such as house sparrows, European starlings, and rock doves, is not covered by this statute.

## **2.7.4 REGIONAL AGENCIES AND NONGOVERNMENTAL ORGANIZATIONS**

### **City of West Sacramento**

The CIHC is a project jointly planned by State Parks as the project proponent, and COWS, as the current owner of the property. The relationship between COWS and State Parks with regard to planning for the CIHC and property transfer is laid out in the Master Agreement between the two agencies.

The General Plan was developed in close cooperation with COWS planning and technical staff and with close consideration of the specific conditions of the Master Agreement. COWS staff provided baseline information for the planning process, participated in planning workshops, public meetings, on-site visits, and interagency meetings, provided updates on the local flood control planning process to the planning team, and participated in review of the administrative draft General Plan/draft environmental impact report (EIR).

In compliance with the conditions in the Master Agreement, presentations of the planning process and resulting documents were provided to the COWS City Council on January 12, 2011 (preliminary General Plan/administrative draft EIR phase). An additional presentation to the Council is anticipated for spring 2011 (final General Plan/EIR phase).

The *City of West Sacramento General Plan Public Review Draft Background Report* (COWS 2009) was reviewed during the planning process to ensure that facilities and programs planned at the CIHC are consistent with surrounding land uses and that proposed facilities complement the needs of the surrounding communities.

The Transportation Study conducted in support of the General Plan (Appendix F) specifically focused on the potential impacts to the local community.

## 2.7.5 DEMOGRAPHICS, TRENDS, AND PROJECTIONS

### Population Increase and Park Visitation

Information in the section is based on *Draft Report Business Plan: California Indian Heritage Center* (Business Plan) for the CIHC, developed concurrently with the General Plan (AECOM 2010). According to the Business Plan, visitors to the CIHC are expected to live within 25 miles (primary resident market), within 50 miles (secondary resident market), or would be visiting the Sacramento area as tourists who spend at least one night. As shown in Table 2-4, the resident market in 2009 included over 2.8 million people. Most of the resident market population resided less than 25 minutes away.

	Number Households	Average Household Size	Population	% of Market
Primary Resident Market (0–25 miles)	647,573	2.67	1,729,000	61
Secondary Resident Market (25–50 miles)	394,914	2.85	1,125,500	39
<b>Combined Resident Market</b>	<b>1,042,487</b>		<b>2,854,500</b>	<b>100</b>
Overnight Leisure Visitor Market			4,465,000	
Total Available Markets			7,320,000	

Source: AECOM 2010

In 2008, the average annual visitor volume to the Sacramento region was approximately 18 million (AECOM 2010). Of these, there were an estimated 4.5 million overnight leisure visitors, of which 73 percent were Californians. Taking into account the resident market and visitor market, in 2009, there were more than 7.3 million potential annual visitors for CIHC.

This number of potential visitors is expected to increase. As stated by the Business Plan, growth in the resident market can be approximated by trends in Sacramento County. Table 2-5 shows population growth in Sacramento County's nearby cities. In the past 20 years, the overall population in the county has grown at an average annual compounded rate of 1.92 percent. Elk Grove and Folsom grew quickly while the population in the unincorporated county and Isleton shrank slightly.

**Table 2-5: Sacramento County Household Population Growth, 1990–2009**

	1990	1995	2000	2005	2006	2009	Avg. Annual Growth Rate 2000–2009
Citrus Heights	n/a	n/a	84,214	86,572	86,444	86,688	0.32%
Elk Grove	n/a	n/a	n/a	120,893	138,862	140,824	8.13%
Folsom	22,880	32,621	44,940	61,020	65,745	64,394	5.60%
Galt	8,600	15	19,284	22,591	23,725	23,945	2.43%
Isleton	827	817	828	820	817	818	-0.13%
Rancho Cordova	n/a	n/a	n/a	54,759	60,625	61,467	2.50%
Sacramento	358,291	376,110	398,016	443,247	486,851	472,243	1.92%
Unincorporated	618,785	668,110	650,722	552,730	555,881	557,676	-1.70%
Sacramento County	1,009,400	1,092,300	1,198,000	1,342,600	1,399,000	1,408,100	1.81%

Source: DOF 2010; adapted by AECOM in 2010

The region as a whole has also experienced growth and is anticipated to continue to grow. The Sacramento Area Council of Governments (SACOG) projects that the six-county regional population will grow at an average annual compounded rate of 1.57 percent, adding over 1 million persons from 2010 to 2035. As shown in Table 2-6, below, the market for CIHC is anticipated to grow by almost 2 million by 2022.

**Table 2-6: Summary of Available Markets, 2010–2030**

Market Segment	2010	2015	2020	2025	2030
Resident					
Primary Resident Market (0–25 miles)	1,755,000	1,894,000	2,040,000	2,198,000	2,368,000
Secondary Resident Market (25–50 miles)	1,143,000	1,231,000	1,326,000	1,429,000	1,539,000
Subtotal Resident Market	2,898,000	3,125,000	3,366,000	3,627,000	3,907,000
Overnight Leisure Visitor Market	4,510,000	4,740,000	4,982,000	5,236,000	5,503,000
<b>Total Available Markets</b>	<b>7,408,000</b>	<b>7,865,000</b>	<b>8,348,000</b>	<b>8,863,000</b>	<b>9,410,000</b>

Source: AECOM in prep.

**Population Diversity/Changing Ethnic Patterns**

Table 2-7 shows the race and ethnicity estimates in the primary and secondary resident market. The population in the resident market is less racially diverse than California as a whole, though greater than nationwide. However, there was a slightly higher percentage of residents identifying as American Indian. These almost 30,000 residents may be more likely to visit the CIHC.

<b>Table 2-7: Race and Ethnicity Estimates, 2009</b>				
	Primary	Secondary	California	United States
White	60.60%	63.50%	54.50%	72.00%
Black	8.30%	5.40%	6.20%	12.70%
American Indian	1.00%	1.10%	0.90%	0.90%
Asian or Pacific Islander	13.00%	10.40%	12.50%	4.60%
Other	9.50%	12.60%	19.80%	6.80%
Race 2+	7.60%	7.00%	6.10%	2.90%
Hispanic Origin	20.50%	25.40%	38.30%	15.70%

Source: AECOM 2010

According to the Business Plan, there tends to be a nationwide correlation between income and education level and propensity to attend cultural institutions. Income levels in the resident market for CIHC were below statewide averages, with median household incomes of \$59,000 (primary market) and \$60,000 (secondary market). The average household income of visitors in the Sacramento-Arden-Arcade-Roseville MSA was \$74,666.

While income levels in the primary and secondary market were lower than the California average, education levels were relatively higher in Sacramento. The percentage of residents with high school diplomas, some college and college degrees in Sacramento was greater than average statewide percentages.

The primary and secondary markets have the highest percentage of their respective populations in the youth market. Secondly, while the percentage of adults in their thirties falls dramatically in the primary and secondary markets, the population has a second peak for residents in their late forties. Sacramento is clearly comprised of a family demographic. Children comprise an important part of visitation to most cultural facilities as part of school groups. During the 2006–2007 school year, there were approximately 200,000 students enrolled in public and private schools in Sacramento County. According to zip code data available from the State Capitol, students travel from all over the State and into Nevada to visit major Sacramento attractions.

A majority of overnight visitors do not travel as a family, with only approximately 25 percent of leisure visitors travelling with children.

## Recreation Trends

As recorded within the Complete Findings of the Survey on Public Opinions and Attitudes on Outdoor Recreation in California, respondents to a 2008 recreation survey (California State Parks 2009a) were asked about the activities in which they participated. Within the 10 activities mentioned by the highest percentage of participants were the following:

- ▶ walking for fitness or pleasure (74.2%)
- ▶ picnicking in picnic areas (67.0%)
- ▶ visiting outdoor nature museums, zoos, gardens or arboretums (58.4%)
- ▶ attending outdoor cultural events (56.3%)
- ▶ visiting historic or cultural sites (54.8%)
- ▶ wildlife viewing, bird watching, viewing natural scenery (45.9%)

As shown by the list above, six of the 10 most popular activities would be available at the CIHC site. According to the Business Plan, less than five percent of Sacramento area tourists mentioned visiting museums and exhibitions as among their top 10 activities (AECOM 2010). However, 30 percent described sightseeing, which could also encompass visits to historic sites or museums and another 29 percent sought out entertainment.

A large proportion of youth responding to the 2008 recreation survey stated that they had visited a California historic site or history museum (84.6%) or celebrated their heritage (74.1%) before they turned 14. Most youth visited a site or museum as part of an organized educational trip (California State Parks 2009a).

It is clear that there is an opportunity for the CIHC to serve the population within the resident and visitor markets. There are a considerable number of persons within the expected market of the CIHC and many of the activities that would be present at the site have high participation rates.

### 2.7.6 PUBLIC CONCERNS, INTERESTS, AND OPPORTUNITIES

#### Public Meetings and Workshops

The planning team conducted four public meetings in support of the General Plan. The first meeting provided an overview of the project to date, the planning process, and anticipated schedule. The second and third meetings presented five alternatives and allowed participants to express their preferences and concerns for each. The fourth meeting presented the preferred alternative and the proposed project phasing. See Chapter 1, "Introduction" for additional information on the public meetings. The presentation to COWS City Council given on January 12, 2011, was also open to the public.

#### Community Interests and Local Planning

Community interest groups were involved in the planning process during all stages of General Plan development. Many members of the community participated in the public meetings described above. Many members of the community also provided written input to the planning

process by providing original letters and filling out comment cards provided at meetings. The planning team also worked with local and neighborhood groups on a case by case basis, providing updates on the planning process at various meetings. Specific groups that received briefings and updates include the West Sacramento Chamber of Commerce, COWS Steering Committee, COWS mayor, COWS Council members, the Rivers Action Group, Broderick and Bryte Community Associate Network, West Sacramento Rotary Club (morning and noon groups), and the Watercolors neighborhood group.

### **Continued Public Involvement**

During future development of the CIHC, it is anticipated that opportunities for continued public involvement will be provided during future project specific planning of the site. Once the CIHC opens on the site, opportunities for public involvement and participation will be provided by the programs offered at the CIHC.

Information on future steps of the planning process and overall progress of the CIHC is available on the CIHC Web site at [www.CIHC.parks.ca.gov](http://www.CIHC.parks.ca.gov). Information in the general plan process is available at the following Web site: [http://www.parks.ca.gov/default.asp?page\\_id=24393](http://www.parks.ca.gov/default.asp?page_id=24393).

### **2.7.7 NATIVE AMERICAN CONSULTATION**

State Parks is required, by state and federal laws and regulations, to protect and preserve Native American resources within the state park system. State Parks policy also provides specific guidelines concerning the involvement of Native California Indian groups in all plans and practices that have impacts on the Native American Resources under State Parks stewardship, including general plans and other planning California. Notice No. 2007-05 sets forth State Parks' policy for consultation with California Indians regarding activities that affect matters relating to their heritage, sacred sites, and cultural traditions. Consultation according to the guidelines laid out in this notice was conducted in support of this General Plan by State Parks archeologists and other staff both through formal correspondence (Appendix G), and in-person follow up meetings. Coordination is ongoing and will continue throughout the development of the CIHC.





Roundhouse at Big Creek near Groveland (Tuolumne Co.), 1901

*This page intentionally left blank.*

---

## CHAPTER THREE: ISSUES AND ANALYSIS

---

This chapter details the planning assumptions and key parkwide issues that were identified during the planning process and are addressed in the General Plan. The issues were identified during analysis of natural, cultural, and recreational resources and during public workshops and stakeholder meetings. Several specific issues are also identified in the Master Agreement with the City of West Sacramento (COWS) (Appendix A). The following are the primary planning issues addressed in the General Plan, through management guidelines, site design, and zoning.

### 3.1 PLANNING ASSUMPTIONS

The following assumptions are based on current federal and state laws, regulations, and California State Parks (State Parks) policy that form the basis for planning and set the parameters for addressing general planning issues for the California Indian Heritage Center (CIHC).

State Parks will:

- ▶ manage and protect rare, threatened, and endangered species and sensitive wildlife habitats, including valley elderberry shrubs, as required by federal and state laws;
- ▶ coordinate and collaborate with agencies and partners on regional and local issues such as flood control, natural resources management, and issues related to the location of the park within the city of West Sacramento;
- ▶ preserve any cultural resources that may be discovered in the park during construction following the *Secretary of the Interior's Standards for the Treatment of Historic Properties*;
- ▶ consult with Native California Indian groups to:
  - obtain a mutually respectful understanding of the long-term needs for protection and treatment of heritage sites, objects, and/or human remains;
  - obtain input on the General Plan and its contents; and
  - determine future consultations that would be required during the subsequent planning, design, and project implementation;
- ▶ maintain and increase, where appropriate, the overall level of recreational opportunities for State Parks located in the Sacramento region;
- ▶ consider the issues and concerns of adjacent landowners and residents during the planning and implementation process and seek input from statewide, regional, and local interests; and

- ▶ coordinate closely with COWS concerning issues related to site safety, access, and effects of the park on adjacent neighborhoods.

## 3.2 PARKWIDE ISSUES

This section summarizes parkwide issues identified during the early phases of the planning process through meetings with the COWS Community Advisory Group (CAG), West Sacramento stakeholders, the California Indian community, the CIHC Core Advisors, and through agency consultation, including review of the project agreement and Master Agreement with COWS. The parkwide issues identified during these meetings have been addressed in the General Plan, and are described in the following sections.

### 3.2.1 REGIONAL PLANNING CONTEXT

The CIHC is located in the city of West Sacramento, along the Sacramento River to the east, and includes the 43-acre East Riverfront property, owned by COWS. The CIHC also includes the 7.91-acre former JTS Communities (Regatta at the Rivers) property, located to the west of the East Riverfront property and acquired by State Parks. The former JTS property has been studied for use as an expanded gateway to the East Riverfront property and to accommodate uses such as parking and support services for the CIHC. State Parks is also exploring the potential for a limited amount of community serving commercial development on the former JTS property, and the placement of an artist-in-residence facility. Upon adoption of the General Plan or at the beginning of Phase 1 of development, COWS will transfer ownership of the East Riverfront property to State Parks as indicated in the Master Agreement. State Parks will subsequently operate the property as a State Park unit with the assistance of a new nonprofit organization, the CIHC Foundation, incorporated in 2009.

Two parcels are located immediately adjacent to the CIHC parcels (Exhibit 1-3, Chapter 1) and could be added to the CIHC parcels if State Parks purchases them in the future. A 16.21-acre property, owned by Cook Inlet Region, Inc. (CIRI), lies to the south of the CIHC. The CIRI property has been studied as a potential addition to the CIHC for use as passive recreation space. A 3.18-acre property is located south of Marina Way and is currently landscaped with cherry trees. The property is owned by the Grupe Company (Grupe) and has been studied as a potential CIHC addition for use as an enhanced gateway.

### 3.2.2 PURPOSE AND RELATIONSHIPS BETWEEN THE UNIT'S RESOURCES AND DESIRED VISITOR EXPERIENCE

The *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008) contains principles that guide the purpose of the CIHC. The Concept Masterplan builds on the earlier *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007). The principles of the Concept Masterplan are included in Chapter 1.



### 3.2.3 VISITOR USE IMPACTS ON PRIME RESOURCES

The CIHC is located on a site that had previously been developed with commercial uses. It is currently vacant and undeveloped with mature vegetation present throughout. Elderberry shrubs, which provide suitable habitat for the valley elderberry longhorn beetle (VELB), a species federally listed as threatened, have been identified on-site in areas that would possibly be disturbed by passive recreation uses (e.g., pedestrian trails). The site also contains a large pond and associated wetland habitats that are likely subject to U.S. Army Corps of Engineers (USACE) jurisdiction under Section 404 of the federal Clean Water Act (CWA). The mature trees on-site also provide suitable nesting habitat for raptors and other bird species; State Parks biologists observed an active Swainson's hawk nest on the CIRI property in spring 2010 (California State Parks 2010). Impacts to special-status species and other sensitive biological resources resulting from site development and associated recreational activities are addressed in the Chapter 5 (Environmental Analysis) of this General Plan.

### 3.2.4 QUALITATIVE ASSESSMENT OF IMPACTS ON SENSITIVE PLANT AND ANIMAL SPECIES IN VISITOR USE AREAS

EDAW prepared a biological resource evaluation in 2004 in support of a proposed Governor's Mansion project on the East Riverfront property (EDAW 2004b). Based on that report, special-status species known to or likely to inhabit the property include Swainson's hawk, VELB, western pond turtle, Chinook salmon, steelhead, rose mallow, and Sanford's arrowhead. The locations of on-site elderberry shrubs have also been mapped. Protection of known and yet-to-be-documented populations of special-status species populations at the CIHC are addressed in the General Plan. The need for continued enforcement of fish and game protection laws and the education of visitors of special-status species protection and management are identified in the General Plan. State Parks biologists conducted a bird study of the East Riverfront property in spring 2010 and provided updated information on current use of the site by birds (California State Parks 2010).

### 3.2.5 PRESERVATION OF SIGNIFICANT CULTURAL RESOURCES

As part of an archaeological survey for the CIHC project, four State Parks cultural resource specialists assessed the surveyable portions of the East Riverfront property to identify surface features that may indicate the presence of cultural resources. This survey identified several concentrations of broken glass and brick, dumped concrete, and the remnants of former commercial and recreational facilities. Results of the survey have been compiled in a report entitled *Archaeological Survey Report for the CIHC Master Plan and Phase 1 Development* (Wulzen 2009). The report authors concluded that none of the surface features were significant by themselves, but recommended additional research on the project area's history. An archaeological records search and consultation with the Native American Heritage Commission yielded no evidence of sacred sites within or near the project site. Consultation letters were sent to local Native American tribes, who did not identify sites of cultural significance within the project area. The General Plan addresses educational interpretation of the site's historical uses

and discusses protection and management of cultural resources that may be discovered on-site in the future. It also calls for an evaluation of sub-surface resources prior to project development that would call for ground disturbing activities.

### **3.2.6 DETERMINATION OF APPROPRIATE LAND USES AND SCOPE OF RECREATIONAL ACCESS AND OPPORTUNITIES**

The entire CIHC project site falls under the COWS zoning designation Waterfront Zone (WF). According to the Title 17 Zoning Ordinance of the COWS Municipal Code, Waterfront Zones (or Riverfront Mixed Use, as designated in the COWS General Plan) provide for “marinas, restaurants, retail, amusement, hotel and motel uses, mid-rise and high-rise offices, multi-family residential units which are oriented principally to the river, public and quasi-public uses, and similar and compatible uses.”

The 2003 *City of West Sacramento Parks Master Plan* (COWS Parks Plan) (COWS 2003) also envisions the project site for future use as a State Park, including a recreation corridor adjacent to the river. Development of the CIHC is compatible with this vision; providing open space for recreational and educational uses is a goal of the CIHC. The CIHC would provide recreational opportunities in the form of an educational cultural facility with free public access to the river and to walking and cycling trails throughout the site.

The General Plan describes zones within the CIHC based on types of appropriate uses and determines a desired level of visitor use within each zone. The General Plan addresses park access for vehicles, pedestrians, and cyclists, using multimodal transportation, including a potential streetcar connection, bus access, a bridge across the river to accommodate bikers and hikers, and development of a boat dock for access to and from the Sacramento River. A Transportation Study (Appendix E) conducted in support of the General Plan addresses multi modal access.

### **3.2.7 TRAFFIC AND CIRCULATION**

Existing highway access to the property is provided by Interstate 5 (I-5), Interstate 80 (I-80), and U.S. Highway 50 (U.S. 50); all connect to regional roads including Sacramento Avenue, Jefferson Boulevard, West Capitol Avenue, and 5<sup>th</sup> Street. The main traffic entrance to the CIHC would be located off of 5<sup>th</sup> Street/Lighthouse Drive via Marina Way. Public scoping comments included concerns about traffic congestion on local roadways based on visitor projections from a 2007 market analysis. An updated Business Plan (AECOM 2010) conducted in support of the General Plan provided updated numbers on projected visitation, which were significantly lower than those presented in the 2007 market analysis. The Transportation Study utilized revised projections from the Business Plan.

In addition to vehicular traffic, the project must be designed to accommodate non-motorized circulation. The COWS Parks Master Plan identifies a waterfront corridor to provide public access to the river. As part of the Master Agreement between State Parks and COWS, the CIHC will include a continuous pedestrian trail along the riverfront. The trail will be open to the

public during daylight hours and will connect to the Broderick Boat Ramp. This trail alignment will be designed to avoid sensitive resources (e.g., elderberry shrubs).

The General Plan addresses facility entrance and exit locations for visitors, deliveries, and emergency vehicles and opportunities for nonmotorized circulation. The General Plan also addresses potential future circulation options, including bike paths, pedestrian connections to Discovery Park, water taxi service, and a streetcar connection to Sacramento via the Tower Bridge.

### **3.2.8 PARKING**

During the public scoping process, residents raised concerns that visitor demand at the CIHC could exceed on-site parking capacity, causing visitors to park on nearby residential streets. However, too much on-site parking would consume valuable space needed for interpretive facilities and outdoor use and would detract from the desired character of the site. Providing adequate parking requires careful planning to balance impacts to the surrounding residential neighborhood with the goals of the CIHC. On-site and off-site parking strategies, including use of public transit and non-motorized transportation to reduce parking demand, are addressed in the General Plan. The number of needed parking spaces is based on the Business Plan and the Transportation Study.

### **3.2.9 INTERPRETATION**

The Native perspective has historically been marginalized in telling the story of California Indian culture, community, and history. The CIHC will interpret the historic and contemporary Indian experience through stories told by Native voices. The General Plan identifies interpretive themes to organize visitor experiences of the facilities and exhibits. The themes are based on Native worldviews of seasons and cycles and establish a context in which to tell Native stories.

The Developing Vision prepared for the CIHC identifies six indoor themes and four outdoor themes as organizing elements. Indoor themes include Linking, Gathering of the People, Stories, Cycles, Memory, and Connections. Outdoor themes include Site, Cycles, Memory, and Connections. The General Plan describes how these themes, and associated subthemes, will be further developed into exhibits and facility design that tell the history and contemporary culture of California Indians.

### **3.2.10 COLLECTIONS**

The current State Indian Museum (SIM) is constrained by limited exhibit space that prevents displaying the full breadth of its collection. The CIHC will provide increased exhibit and interpretive program space as well as modern on-site secure storage facilities to house Tribal Treasures (collections). A Scope of Collections Statement (Appendix F) has been developed as part of the General Plan. The Scope of Collections Statement describes the process for evaluating potential contemporary and artifact acquisitions to manage the storage needs and maintenance costs of the overall collection. The General Plan also addresses development of

the exhibits through collaboration with the CIHC Core Advisors and others to ensure exhibits reflect Native worldviews.

### **3.2.11 SITE CONSTRAINTS AND REGULATORY REQUIREMENTS**

The East Riverfront property lies primarily on the riverside of an existing levee, adjacent to the Sacramento River. Though site elevation varies, much of the site is inundated during large flood events caused by high flows in the American and Sacramento Rivers. The CIHC facilities would be constructed on a raised foundation with a finished floor elevation of 35 feet above mean sea level, which would locate the buildings above the 200-year floodplain (i.e., the height of a flood with a probability of occurring once in 200 years). The Concept Masterplan identifies the best location for construction of the facilities given the topographic, biologic, and hydrologic challenges of the site. The report also proposes potential site configuration and building massing that respond to the presence of adjacent residential communities. The General Plan addresses the process for coordinating construction activities with the Central Valley Flood Protection Board (CVFPB), California Department of Water Resources (DWR), COWS, and USACE.

### **3.2.12 FUTURE LAND ACQUISITIONS**

The General Plan and EIR evaluate the East Riverfront property and former JTS property for development as the CIHC. Two adjacent parcels are potential additions to the CIHC property as described above under 3.2.1. The Concept Masterplan envisions additional passive recreational uses on the CIRI property and gateway features and artwork on the Grupe property. The General Plan describes the process for acquiring additional properties and developing compatible site programming.

### **3.2.13 STATEWIDE, REGIONAL, AND LOCAL SIGNIFICANCE**

State Parks has identified the Central Valley region as underserved by State Parks facilities. The Business Plan found that its location in the Sacramento region reinforces tourist attraction of the area by adding to the arts, cultural and recreational options that already exist, including Old Sacramento State Historic Park (a National Historic Landmark District which also includes the California State Railroad Museum and the Sacramento History Museum), the Crocker Art Museum, Sutter's Fort State Historic Park, the Leland Stanford Mansion State Historic Park, the State Capitol Museum, and numerous other area attractions. The addition of the CIHC would provide an additional park in the Capital City area that is expected to provide a major visitor draw.

### **3.2.14 RIVER LOCATION/LEVEES**

Proximity and access to water is an important cultural aspect of the facilities from the California Indian perspective. The CIHC will be developed adjacent to the Sacramento River at the confluence with the American River and will be constructed on the riverside of the levee. Vehicular access to the site would be primarily over the levee from Marina Way. The General



Plan identifies the preferred entrance roadway alignment and outlines coordination efforts with DWR for roadway and facility construction that would occur near the levee. The General Plan describes the importance of rivers and water to the culture and history of California Indians.

### **3.2.15 RIVER HYDROLOGY/GEOMORPHOLOGY**

During community outreach, member of the public expressed concerns regarding CIHC impacts to the existing flood control system (i.e., levees) and riparian habitat. The CIHC would be constructed on a raised foundation, with a finished floor elevation of 1 foot above the 200-year floodplain, to minimize impacts to local hydrology during flood events. The General Plan outlines the needed coordination efforts with DWR for roadway and facility construction that would occur near the existing levee and for coordination with other agencies with jurisdiction over water and flood-control features and associated habitats and resources.

### **3.2.16 LIGHTING**

Members of the public commented concerning the effects that facility lighting could have on adjacent residential uses, wildlife habitat, and cross-river receptors. Lighting would be required to ensure a safe park environment for all users and to enhance interpretation of CIHC exhibits. The General Plan guides building and landscape design, including the placement of indoor and outdoor lighting to reduce instances of glare and spillover lighting onto adjacent uses. Lighting is also addressed in the Design Standards and Guidelines (Appendix B).

### **3.2.17 SITE ACCESS**

The Concept Masterplan included circulation alternatives for consideration, including an alternative that would use 4th Street as the main facility entrance with a ramp up to the top of the levee. During the scoping process, local citizens raised concerns regarding visual impacts from vehicles driving on top of the levee to access the facilities. During later community meetings, concerns were also raised regarding potential traffic conflicts that could result from the use of 4th Street (a residential street) as the main entrance, as well as the use of Marina Way as the main entrance. The Transportation Study examined various access options to the site, including access via 4<sup>th</sup> Street, via the intersection of 5<sup>th</sup> and A Streets, and via Marina Way. The 4<sup>th</sup> and 5<sup>th</sup>/A Street options were found to be infeasible due to impacts on resources, the extensive requirements for permitting and construction, and incompatibility with neighborhood access constraints.

### **3.2.18 CONNECTIONS TO NEIGHBORING JURISDICTIONS AND COORDINATION WITH REGULATORY AGENCIES**

The scope and location of the CIHC project requires coordination with numerous local government agencies and public stakeholder groups. The General Plan discusses regional resource and recreation issues that were identified through meetings with agencies and other

groups including COWS, USACE, DWR, California State Lands Commission (SLC), the California Department of Fish and Game (DFG), U.S. Fish and Wildlife Service (USFWS), National Marine Fisheries Service (NMFS), CVFPB, Yolo Natural Heritage Program (YNHP). The General Plan also summarizes project input and comments received from the CIHC Core Advisors group, California Indian groups and individuals, the COWS CAG, the CIHC Task Force, the general public and the CIHC Foundation Board of Directors. Guidance received from regulatory agencies was incorporated into Chapter 4 (The Plan) and the Chapter 5 (Environmental Analysis) as applicable.

### **3.2.19 NATIVE AMERICAN VALUES AND TRADITIONS**

The CIHC provides a venue in which to tell California Indian experiences through Native voices. The buildings and landscape will also reflect Native values and traditions, including the principle of healing the earth. To develop an authentic experience, State Parks has worked closely with the CIHC Core Advisors group who represent the target audience of California Indians. This group provided comments and feedback for preparation of the Developing Vision and the Concept Masterplan. The General Plan describes the establishment of the CIHC Foundation, which also provides input on the development of exhibits and programs in order to ensure consistency with California Indian values and worldviews.

### **3.2.20 STAFFING**

The Native community expresses a strong interest to staff the CIHC from within the California Indian community to provide first person expression of Native cultural values and traditions. State Parks prepared a Governance Plan as part of the Business Plan (AECOM 2010) to address this issue and has added California Indian staff to the SIM. In addition, State Parks is researching ways to allow for more California Indian people to work at the CIHC in the future. This may be through traditional State Parks employment methods, or via a governance structure designed to facilitate more California Indian involvement with the operation of the Center.

### **3.2.21 SUSTAINABLE DESIGN PRINCIPLES—DESIGN, DEVELOPMENT, OPERATIONS, AND MAINTENANCE**

The principle of *Healing the Land* is an important concept to development of the CIHC. The site was previously developed with commercial uses that scarred the landscape, including soil contamination, illegal dumping, and excavation of the large on-site pond. State Parks and Core Advisors envision the development to enhance the site through restoration of on-site wetlands, protection of environmentally sensitive vegetation and habitats, and minimization of impacts from on-site facilities. The General Plan includes sustainable Design Standards and Guidelines to guide development and management of the CIHC in a manner that restores the land, preserves its natural character, and provides for a visitor experience that relates to Native uses of the land and the natural landscape along the river.

### **3.2.22 HOURS OF OPERATION**

Members of the public expressed concerns related to CIHC hours of operation in relation to its impact to adjacent residential neighborhoods. The General Plan describes the anticipated CIHC daily operating schedule and identifies potential large events that could be scheduled at the CIHC outside of normal operating hours. It also addresses use of the Northgate Site along the American River Parkway for special events at a conceptual level. Use of this site would require agreements with the City and County of Sacramento. Normal operating hours will generally follow State Park operating hours at similar facilities in the Sacramento area.

### **3.2.23 SECURITY**

Members of the city of West Sacramento community expressed concerns regarding on-site security staffing and funding for local security enforcement efforts. Transient populations are already an issue in other City-owned open spaces along the river. If the CIHC were to be closed due to budget cuts, it could attract similar problems, although it would remain on the routine patrol route by State Parks rangers. The General Plan describes park ranger staffing levels for the CIHC and outlines coordination with the COWS Police Department and security patrols during off hours. In addition, the Master Agreement includes a requirement to prepare Safety Management and Operations Plan for the CIHC.

*This page intentionally left blank*



**View of the Sacramento River and Discovery Park looking south from the waterfront of the CIHC**

*This page intentionally left blank.*

---

## CHAPTER FOUR: THE PLAN (GOALS AND GUIDELINES)

---

This General Plan establishes a long-range purpose and vision for the California Indian Heritage Center (CIHC). Specific management zones described in the plan clarify the management intent and desired visitor experiences at the various proposed CIHC facilities. The goals and guidelines in this General Plan provide guidance on how to achieve the purpose, vision, and management intent for the CIHC. The goals and guidelines were developed to address known planning issues while providing a foundation for resource protection, development, and interpretation of the park unit. The goals and guidelines also provide a framework for subsequent planning and development for the various elements of the CIHC.

### 4.1 PURPOSE AND VISION

#### 4.1.1 STATEMENT OF PURPOSE

The statement of purpose contained in a general plan is a unique statement of direction that is specific to the State Park it is intended to guide. The following statement of purpose for the CIHC was adopted in October 2003:

*The California Indian Heritage Center honors the diversity and history of California Indian people by preserving cultural and tribal traditions, nurturing contemporary expressions and facilitating research and education for California, the nation and the world.*

#### 4.1.2 PARK VISION

The park vision describes the future desired outcome of the CIHC. It expresses what the CIHC will ultimately achieve and describes the intended visitor experience. The CIHC vision statement was developed as part of a prior planning process resulting in a document titled *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007). The following vision was adopted in January 2004:

Under the guidance of California Indian people, the California Indian Heritage Center will:

- ▶ Present a statewide perspective on California's diverse Indian cultural legacy.
- ▶ Honor the contributions of California Indians and promote dialogue between generations.
- ▶ Enhance public understanding of traditional spiritual beliefs and practices.
- ▶ Protect California Indian cultural resources.

- ▶ Collect and present traditional and contemporary California Indian artistic and cultural expressions.
- ▶ Partner with tribal communities and regional cultural centers and museums.
- ▶ Provide educational opportunities to research and understand California's Indian history, cultures and the impact of contemporary issues.
- ▶ Be recognized as a culturally essential California destination that enriches public life.

## 4.2 SITE AND FACILITY MASTERPLANNING PRINCIPLES

CIHC Advisory Group members (see the "CIHC Core Advisors" subsection in Chapter 1, "Introduction") developed the site and facility masterplanning principles during workshops held in 2006. The principles built on the CIHC vision statement and guided the development of a document titled *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008). This General Plan is consistent with the Concept Masterplan. The masterplanning principles include the following:

- ▶ Create a place that represents and celebrates all California Indian Cultures, while remaining *nameless, faceless and neutral*.
- ▶ Honor and respect local tribal protocols and traditions for welcoming other tribes.
- ▶ Build a Center of the premises of *Healing the Land*, demonstrating traditional values for land stewardship and environmental consciousness.
- ▶ Encourage understanding of Indian values through site design, reinforcing message of California Indian Culture as a *Living Culture*. Inject California Indian values in all aspects of site development.
- ▶ Develop site and facilities with a natural character, using natural materials and a light footprint on the land.
- ▶ Embrace the river and the seasons.
- ▶ Enable site flexibility, allowing different event formats.
- ▶ Provide integrated indoor and outdoor spaces to facilitate transfer of culture, education and preservation of traditions.
- ▶ Provide safe and comfortable spaces for all visitors, emphasizing easy pedestrian circulation.
- ▶ Create a Center that is a "good neighbor" through community engagement.



## 4.3 UNIT CLASSIFICATION

Park management and direction is also guided by the park unit's classification. State Parks anticipates that the CIHC will be classified as a State Park. State Parks also envisions that the functions, collections, and staff of the current State Indian Museum (SIM), located at 26th and K Streets on the grounds of Sutter's Fort State Historic Park (SHP), will be relocated to the CIHC property and become part of this new State Park. Use of the historic building location at 26th and K has been addressed in the Sutter's Fort SHP General Plan and will be used for Sutter's Fort SHP interpretive programming needs.

The following is the classification definition for a State Park unit according to public resources code (updated in 1994):

Public Resources Code (PRC) § 5019.53: State parks consist of relatively spacious areas of outstanding scenic or natural character, oftentimes also containing significant historical, archaeological, ecological, geological, or other similar values. The purpose of state parks shall be to preserve outstanding natural, scenic, and cultural values, indigenous aquatic and terrestrial fauna and flora, and the most significant examples of ecological regions of California, such as the Sierra Nevada, northeast volcanic, great valley, coastal strip, Klamath-Siskiyou Mountains, southwest mountains and valleys, redwoods, foothills and low coastal mountains, and desert and desert mountains.

Each state park shall be managed as a composite whole in order to restore, protect, and maintain its native environmental complexes to the extent compatible with the primary purpose for which the park was established.

Improvements undertaken within state parks shall be for the purpose of making the areas available for public enjoyment and education in a manner consistent with the preservation of natural, scenic, cultural, and ecological values for present and future generations. Improvements may be undertaken to provide for recreational activities including, but not limited to, camping, picnicking, sightseeing, nature study, hiking, and horseback riding, so long as those improvements involve no major modification of lands, forests, or waters. Improvements that do not directly enhance the public's enjoyment of the natural, scenic, cultural, or ecological values of the resource, which are attractions in themselves, or which are otherwise available to the public within a reasonable distance outside the park, shall not be undertaken within state parks.

State parks may be established in the terrestrial or non-marine aquatic (lake or stream) environments of the state.

## 4.4 LAND USE MANAGEMENT

The CIHC is proposed to be constructed in phases that State Parks would implement over approximately 15 to 20 years. A phased approach will allow State Parks to link funding opportunities with construction of new facilities at the CIHC site. This will enable State Parks to initiate restoration and habitat enhancement at the site and to transfer its existing operations from the SIM. This approach will also allow the public to enjoy access to and use of the property before full build-out of all CIHC facilities.

Although the acquisition of additional property is not essential for the CIHC to be fully operational and all center activities can be contained on the existing 43-acre East Riverfront property, and supplemented by the former JTS (Regatta at the Rivers) property acquired by State Parks, the phases address enhancements that could be achieved if additional adjacent properties were acquired. Acquisition of the Grupe and Cook Inlet Region, Inc. (CIRI) properties could facilitate the preservation and restoration of valuable habitat, promote regional trail connections and allow for an enhanced entry gateway.

Four phases are envisioned in implementing the General Plan. These phases were developed for planning purposes and take into consideration fundraising needs, anticipated levee improvements, and the assumptions of the Business Plan, among other factors. The phases are briefly described below and a graphic depiction of each phase is included in Appendix E. It should be noted that the implementation and specific timing of phases may be adjusted over time based on a variety of external factors.

**The former JTS parcel**, acquired by State Parks in 2010, provides potential project implementation opportunities early in the development of the overall CIHC site. These opportunities could include potential interim use as a small Indian Heritage Center visitor center and associated exhibit space, and community serving facilities. This allows the CIHC to use the site for visitor service facilities prior to the implementation of the West Sacramento Levee Improvement Program (WSLIP) in this particular stretch of the levee and to move forward with implementing the larger CIHC vision. Any improvements will be designed with screened parking, and will include landscaping, and interface with the community.

Ultimately, the former JTS property is proposed to include a surface parking lot that would allow the majority of the parking for the CIHC, including parking that may be located on the East Riverfront property during early implementation (Phase 1 and 2) to be relocated to the former JTS property. Parking areas on the East Riverfront property would subsequently be restored to more natural conditions. A public meeting space and community and ancillary service center would wrap around the parking area on the former JTS property, fronting onto Fountain and Lighthouse Drives and serving as a neighborhood amenity. It could include a café and other commercial serving venues. The northern portion of the property would be developed as an artist-in-residence facility, with a community center and meeting space.

**Phase 1** focuses on implementation of restoration and habitat enhancement on the East Riverfront property. Phase 1 would include construction of an outdoor amphimeadow at the north end of the pond. It would also include construction of interpretive trails, enhancement of the pond and associated wetlands, construction of demonstration areas, construction of traditional California Indian structures consistent with the interpretive program, outdoor California Indian art, signage, outdoor exhibit elements, and limited infrastructure development. Parking for Phase 1 would be provided on the East Riverfront property in previously disturbed areas.

**Phase 2** involves initial facility development at the East Riverfront property, including site improvements and a small collections facility, exhibits, theatre, museum store, library and archive space and core/support facilities. Many of the site improvements would occur during this phase, including outdoor meeting space, provision of utilities and infrastructure, and construction of pedestrian trails. The initial CIHC facility will be limited to approximately 20,000 to 25,000 square feet. Parking during Phase 2 would be provided entirely on the East Riverfront property. Phase 2 also includes the construction of the Public Safety and Facilities Operations building and associated site improvements at the north end of the East Riverfront property. The building would be about 2,000 square feet and the site would include associated surface parking and space for equipment storage. Construction of a boat dock on the Sacramento River on the East Riverfront property will make water arrival by private boat and/or water shuttle possible.

**Phase 3** would focus on expansion of the primary CIHC facility to approximately 50,000 square feet to include more exhibit space; an expanded entry with a museum store, café, and other support facilities; and additional office space. Improvements to the site in Phase 3 would include landscaping and indigenous gardens that support State Park's mission and the CIHC vision. Phase 3 would also include additional parking at the northern end of the site. Overflow parking for larger events may be accommodated at the existing Broderick Boat Ramp parking lot to the south of the CIHC which is owned and operated by the City of West Sacramento (COWS).

**Phase 4** will include completion of the primary CIHC facility. At full build-out the facility will be approximately 100,000 to 125,000 square feet and include space for curatorial activities, exhibit preparation, and storage of Tribal Treasures (collections) and additional meeting, office, and library space, and expanded parking. If acquired, the adjoining Grupe and CIRI properties would be used in Phase 4. The small, triangular Grupe property would be used to install a monument sign or art serving as an entry feature to the CIHC to guide visitors. The existing high-quality natural habitat on the CIRI property would be preserved and restored, where needed, with development to be limited to trails and interpretive exhibits.

## 4.5 MANAGEMENT ZONES

The CIHC is located in an urban context, surrounded by established residential neighborhoods. A municipal recreational facility, the Broderick Boat Ramp, is located to the south. The CIHC's

location along the bank of the Sacramento River, across from its confluence with the American River, provides for a unique backdrop against which the State Park will be developed.

This General Plan includes designation of six defined management zones. The proposed management zones are defined by their landscape character, distinctive resources, desired visitor activities and experiences, operations and management needs, and specific planning issues. Proposed management zones include the following: Heritage Center, Community Services, Group Activity, Water Access, Interpretive Connections, and Operations. These zones are based on anticipated land use intensity, type of use, levels of public access, and types of natural features present. The Heritage Center and Community Services zones will be the most intensively developed and receive the greatest use. The Interpretive Connections zone represents areas containing preserved and restored native habitat, which will be accessible by visitors via pedestrian trails.

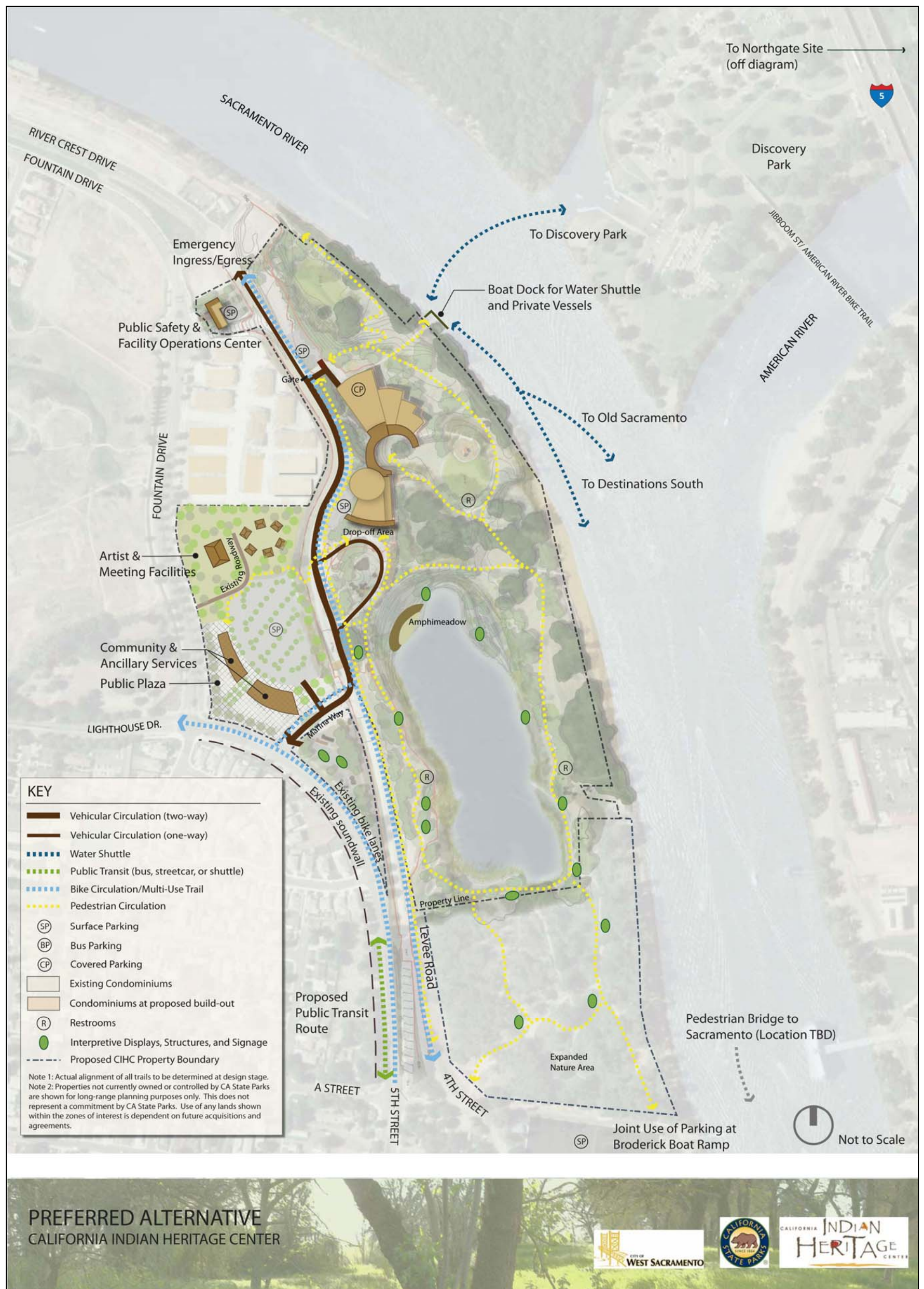
Exhibit 4-1 shows the location and extent of all CIHC facilities included in this General Plan. Approximate locations and footprints of the management zones are shown in Exhibit 4-2. A summary of the resource character, desired visitor experience and use, access, and facilities and a brief description of each zone are included in Table 4-1.

#### **4.5.1 HERITAGE CENTER ZONE**

This zone is the site of the main CIHC building and houses the Tribal Treasures (collections). The site offers exceptional views across the Sacramento River to its confluence with the American River at Discovery Park. The zone is characterized by native oaks and shrubs, many of which will be retained from current site conditions, including a large native oak tree proposed to be located in the central courtyard of the building. The main building will house and display the Tribal Treasures (collections) and offer visitor services, information, interpretive exhibits, educational programs, a museum store, and food services, along with core support facilities. The majority of the CIHC staff will be located here.

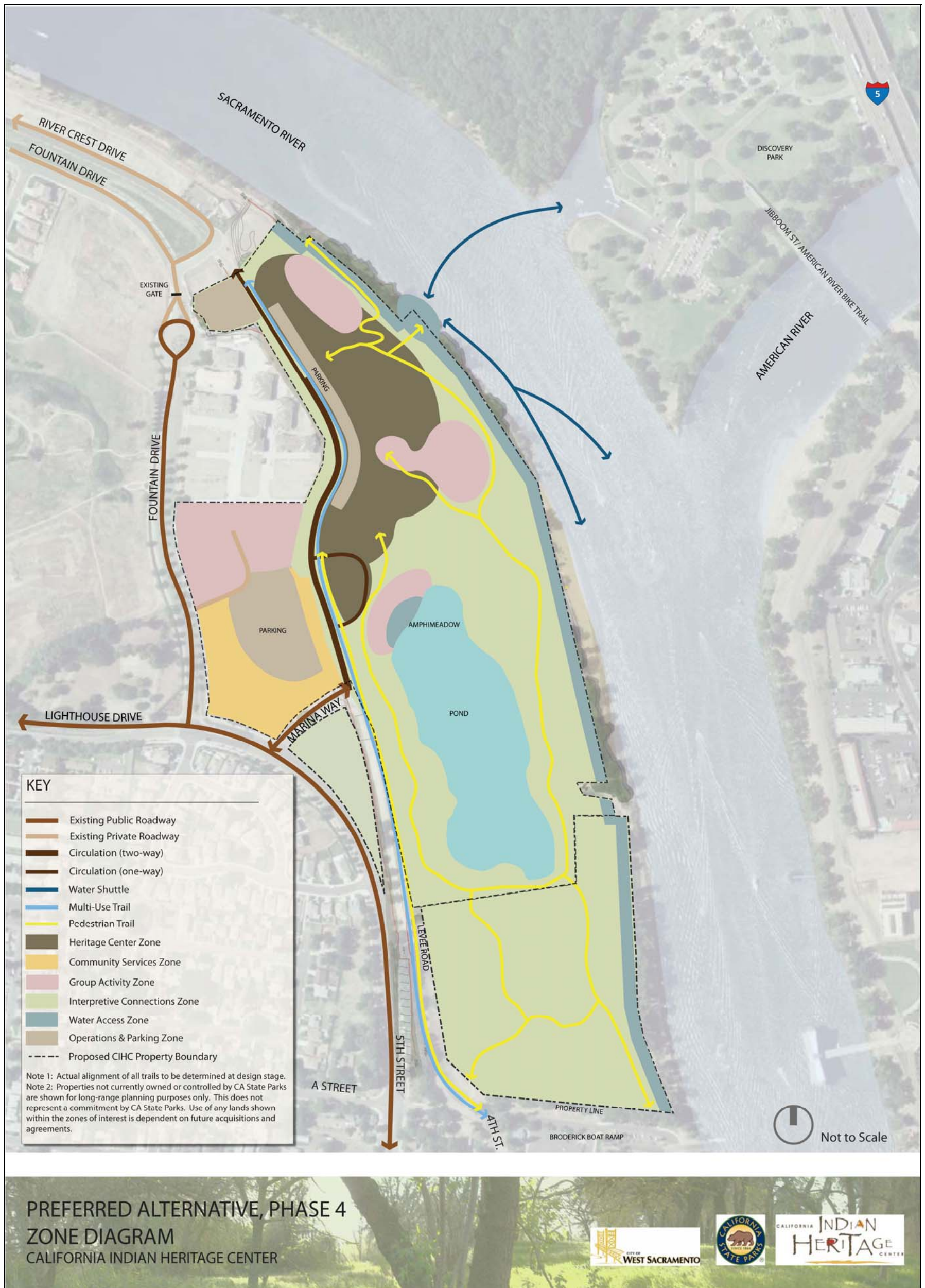
#### **4.5.2 COMMUNITY SERVICES ZONE**

The Community Services zone serves as a transition and buffer between the nearby West Sacramento community and the main building area on the riverside of the levee. It is an active zone intended to provide indoor and outdoor gathering places that can be used jointly by the CIHC and the community. The zone will also provide public services, that could include a café. Support space, such as a temporary CIHC visitor center and supporting exhibit space and additional offices, could also be included. Buildings in this zone will screen a large surface parking area, which will serve as the main parking facility for the CIHC.



CIHC Preferred Alternative

Exhibit 4-1



CIHC Management Zone Diagram

Exhibit 4-2

**Table 4.1. Zone Matrix**

Topics	Heritage Center Zone	Community Services Zone	Group Activity Zone	Water Access Zone	Interpretive Connections Zone	Operations Zone
<b>Description</b>	This zone is the site of the main CIHC building housing the Tribal Treasures (collections). The site offers exceptional views across the Sacramento River to its confluence with the American River at Discovery Park. The zone is characterized by native oaks and shrubs, many of which will be retained from the site's current conditions, including an oak tree proposed to be located in the central courtyard of the building. The main building will display the collections and offer services, information, and educational and interpretive programs. The majority of the CIHC professional staff will be housed here.	This zone serves as a transition and buffer between the nearby community and the main building area on the riverside of the levee. It is an active zone intended to provide indoor and outdoor gathering places that can be used jointly by the CIHC and the community and community amenities, such as a café. Support space, such as additional offices, could be included. The buildings proposed in this zone will screen a large surface parking area at the rear which will serve as the main parking facility for the CIHC.	This zone provides focused areas for group activities that are ceremonial, recreational, interpretive, or educational in character. The emphasis in this zone is on participation. Although many areas within the CIHC site can be used for shared activities, in this zone, it is the predominant use. Four outdoor areas have been identified: <ul style="list-style-type: none"> <li>• A dedicated field at the northern end of the site is intended for native games.</li> <li>• Outdoor areas to the east of the main CIHC building can be used for demonstration and interpretive purposes to include native games, dance, and storytelling.</li> <li>• A constructed meadow at the northern end of the pond can be used as an informal amphitheater.</li> <li>• The artist-in-residence area on the landside of the levee will include live-work residential units for the artists with a centrally located conference and meeting center. This area also serves to buffer the Regatta Neighborhood from more active uses to the south.</li> <li>• All areas available for ceremonial activities.</li> </ul>	This zone acknowledges the important relationship between the CIHC and the nearby rivers, by providing water access and recreational opportunities. A boat dock on the Sacramento River will allow access to the East Riverfront Property site from various locations along the Sacramento River, and boat moorage for watercraft. The amphimeadow will include access to the pond allowing for small recreational watercraft (such as tule reed boats), and supervised wading.	This zone encompasses the largest area of the site, and consists of areas with minimal development but provides ample space for interpretive activities and exhibits. The intent of this zone is to allow visitors to gain an appreciation of the layered quality of the site, which is located at the confluence of two major rivers, is subject to periodic flooding and renewal, and includes high quality native habitat. The site also reflects the multiple cultural influences that have occupied and influenced it, as reflected by the use of the word "connections" in the name. The zone consists of several important subareas: <ul style="list-style-type: none"> <li>• The riverfront, including the shoreline and the higher ground above.</li> <li>• The pond, which will be restored to more natural conditions.</li> <li>• The area south of the pond, which is known to provide high quality wildlife habitat and resemble historic vegetation along the Sacramento River.</li> <li>• A monument to be located on the landside of the levee.</li> </ul>	This is a functional zone consisting primarily of the CIHC public safety and facility operations area including offices, and parking for vehicles. May also include security offices and vehicles. The zone will be located at the northern end of the site on the landside of the levee. This zone also includes bus parking at the northern end of the site, the loading dock for the main CIHC building, and public access parking areas.
<b>Visitor Experience</b>	Visitors will experience California Indian culture through viewing of collections, art, and educational and interpretive materials and displays. Native plant gardens, scheduled dance, storytelling, and ceremonial programs will also allow visitors to experience native culture firsthand. Walking trails and pedestrian walkways will give visitors access to nearby views and native habitat. <ul style="list-style-type: none"> <li>• High level of visitor use in a programmed environment</li> </ul>	Visitors will have the opportunity to experience community and CIHC organized activities in the plaza, such as a farmers market or art show or festival. An information area will help to orient visitors to the park. A restaurant or café will be available to serve neighborhood residents as well as CIHC visitors. <ul style="list-style-type: none"> <li>• High level of visitor use in an active, urbanized environment</li> </ul>	Visitors will have an opportunity to participate in shared activities within these outdoor zones. Participation may be active, as would be with native games or dances, or passive demonstration viewing. <ul style="list-style-type: none"> <li>• Moderate level of visitor use in a setting that may be programmed for specific activities, and allow for unprogrammed use the rest of the time (such as the native games field)</li> </ul>	Visitors will be able to enjoy the recreational opportunities that the park offers. Nearby boating facilities, such as the marina at Discovery Park, will allow visitors to enjoy the river as a medium for accessing the park. Once the amphimeadow project is complete, the pond will be an inviting venue for passive recreational activities, such as picnicking and to observe demonstrations such as launching of traditional tule boats. <ul style="list-style-type: none"> <li>• Moderate level of visitor use as this is a specialized activity, which may prove popular</li> </ul>	Provides a contemplative area for visitors to enjoy views of the Sacramento River and beyond, and to experience the natural features on the east Riverfront Property site. Interpretive exhibits will provide a nuanced educational experience that reflects the many intersecting influences on the east Riverfront Property site. The sculpture garden on the landside of the levee will also provide visitors with an opportunity to experience contemporary examples of native culture. <ul style="list-style-type: none"> <li>• Range of visitor use, with some areas experiencing relatively high use (the sculpture garden) and others relatively lower use (hiking trails)</li> </ul>	The public safety and facility operations area is closed to the public, as are the bus parking lot and loading dock. The public access parking areas will include shade trees and pedestrian walkways to enhance the visitor experience. <ul style="list-style-type: none"> <li>• Low level of visitor use except main parking on landside of levee</li> </ul>

Table 4.1. Zone Matrix						
Topics	Heritage Center Zone	Community Services Zone	Group Activity Zone	Water Access Zone	Interpretive Connections Zone	Operations Zone
<b>Resources Character and Management</b>	The main CIHC building will include educational and interpretive facilities accessible to the public. Building grounds will offer seating, paths, gardens, and informal gathering spaces.	The zone will be a point of arrival and departure for all modes of travel. The plaza will function as a central gathering place serving the CIHC and community. Office, meeting, and commercial space will provide an attractive screen for the parking lot at the rear.	The areas in this zone will require design and landscaping improvements to foster spaces that can accommodate the desired activities. The artist-in-residence site will be developed with buildings and common space. Open grassy areas that allow for different activities will be an important part of this zone. Smaller planting areas can consist of display gardens and native and ornamental plants.	The boat dock will include a dock and moorage slips. The pond will have no formal boating access facilities. This zone will require specific goals and policies to ensure safe and standardized use of the boat dock and pond access points.	The portion of the site south of the pond and some areas along the riverfront have good quality native habitat and will be retained. Other areas, such as the area west of the pond which is regularly disced, will be subject to restoration. The sculpture garden on the landside of the levee will include ornamental plantings to create an attractive visual appearance from the public street.	The proposed site for the public safety and facility operations area and main public parking on the landside of the levee are empty lots that will be enhanced by landscape screening when new facilities are constructed.
<b>Visitor Uses</b>	<ul style="list-style-type: none"> <li>• Arrival/departure, orientation and staging</li> <li>• Educational and interpretive</li> <li>• Services (restrooms, café)</li> <li>• Group and individual activities</li> </ul>	<ul style="list-style-type: none"> <li>• Arrival/departure, orientation and staging</li> <li>• Services (restrooms, café)</li> <li>• Indoor meeting and outdoor gathering spaces</li> <li>• Passive resting and relaxing in an urban setting</li> </ul>	Riverside of levee (3 areas): <ul style="list-style-type: none"> <li>• Native games</li> <li>• Native dance</li> <li>• Storytelling</li> <li>• Demonstration Areas (cultural, indigenous plant garden)</li> <li>• Interpretive and self-guided tours</li> <li>• Passive viewing</li> <li>• Picnicking</li> </ul> Landside of levee (1 area): <ul style="list-style-type: none"> <li>• Artist demonstrations and displays</li> <li>• Conferences</li> <li>• Meetings</li> <li>• Cycling and walking on paths</li> </ul>	Boat dock: <ul style="list-style-type: none"> <li>• River access</li> <li>• Boat moorage for day use</li> </ul> Pond: <ul style="list-style-type: none"> <li>• Informal water play</li> <li>• Use of small demonstration watercraft (tule boats)</li> <li>• Demonstrations of native watercrafts</li> <li>• Demonstrations using traditional methods of fishing and harvesting</li> </ul>	<ul style="list-style-type: none"> <li>• Fishing</li> <li>• Walking/hiking</li> <li>• Cycling</li> <li>• Tours</li> <li>• Birdwatching</li> <li>• Picnicking</li> <li>• Art and sculpture viewing</li> <li>• Viewing demonstration gardens</li> <li>• Viewing of interpretive exhibits</li> </ul>	Public safety and facility operations area (not open to public) <ul style="list-style-type: none"> <li>• Offices</li> <li>• Vehicle parking</li> <li>• Equipment storage</li> </ul> Parking (riverside of levee) <ul style="list-style-type: none"> <li>• Bus parking</li> <li>• Parking for elders, handicapped</li> </ul> Loading zone for main building                     Parking (landside of levee) <ul style="list-style-type: none"> <li>• Auto parking</li> <li>• Bicycle parking</li> </ul>
<b>Access</b>	<ul style="list-style-type: none"> <li>• Adjacent public transit, bus, and auto access via Marina Way.</li> <li>• Bicycle and pedestrian access via the levee, riverfront, and artist-in-residence area trails, and Marina Way.</li> </ul>	<ul style="list-style-type: none"> <li>• Public transit, bus, auto via public streets to the west.</li> <li>• Bicycle, pedestrian via public streets from the west and the levee trail from the east.</li> </ul>	Access will be via pedestrian walkways and trails from designated parking areas.	Boat dock: <ul style="list-style-type: none"> <li>• Access via motorized or nonmotorized watercraft, including water shuttles</li> </ul> Pond: <ul style="list-style-type: none"> <li>• Pedestrian</li> </ul>	Access via bicycle and pedestrian trails from multiple locations on the site, including: <ul style="list-style-type: none"> <li>• Levee trail</li> <li>• Trails from Broderick Boat Ramp</li> <li>• Pedestrian bridge across Sacramento River</li> <li>• Pedestrian path at north end of site</li> </ul>	Public safety and facility operations area: <ul style="list-style-type: none"> <li>• From Fountain Drive Parking (riverside of levee)</li> <li>• Access from levee road Parking (landside of levee)</li> <li>• From Marina Way</li> </ul>



Table 4.1. Zone Matrix						
Topics	Heritage Center Zone	Community Services Zone	Group Activity Zone	Water Access Zone	Interpretive Connections Zone	Operations Zone
<b>Functions</b>	<p>Indoor</p> <ul style="list-style-type: none"> <li>• Entry area, ticketing, information, food service, retail, restroom,</li> <li>• Meeting rooms, classrooms, kitchen, changing rooms</li> <li>• Theater</li> <li>• Collections storage and curatorial spaces</li> <li>• Exhibit spaces</li> <li>• Interpretive exhibits</li> <li>• Library and archives</li> <li>• Offices and support space</li> </ul> <p>Outdoor</p> <ul style="list-style-type: none"> <li>• Orientation, entry, and gathering areas</li> <li>• Landscape grounds with programmed and unprogrammed areas</li> <li>• Walking trails and pedestrian walkways</li> </ul>	<ul style="list-style-type: none"> <li>• Food service</li> <li>• Retail</li> <li>• Community gathering</li> <li>• Outdoor seating</li> <li>• Landscaping</li> <li>• Focal points (sculpture, fountain)</li> <li>• Information booth</li> <li>• Offices</li> <li>• Meeting space</li> </ul>	<p>Riverside of levee:</p> <ul style="list-style-type: none"> <li>• Landscaped spaces</li> <li>• Unprogrammed spaces</li> <li>• Seating</li> <li>• Interpretive exhibits and structures</li> <li>• Restrooms</li> <li>• Pedestrian trails</li> </ul> <p>Landside of levee:</p> <ul style="list-style-type: none"> <li>• Artist-in-residence units</li> <li>• Community center</li> <li>• Multi-use (bicycle/pedestrian) trail</li> <li>• Landscaped areas</li> <li>• Area and shade trees</li> </ul>	<p>Boat dock:</p> <ul style="list-style-type: none"> <li>• Dock</li> <li>• Moorage slips</li> <li>• Pedestrian trail</li> </ul> <p>Pond:</p> <ul style="list-style-type: none"> <li>• Grassy meadow and beach</li> <li>• Pedestrian trail</li> <li>• Restroom</li> </ul>	<ul style="list-style-type: none"> <li>• Multi-use bicycle/pedestrian trail</li> <li>• Walking paths</li> <li>• Seating</li> <li>• Interpretive signage and displays</li> <li>• Viewing platforms</li> <li>• Restrooms</li> </ul>	<ul style="list-style-type: none"> <li>• Surface Parking lots</li> <li>• Bicycle parking racks</li> <li>• Pedestrian paths</li> <li>• Landscaped areas</li> </ul>

### 4.5.3 GROUP ACTIVITY ZONE

This zone provides focused areas for group activities that may be ceremonial, recreational, interpretive, or educational. The emphasis in this zone is on participation. Although many areas within the CIHC site can be used for group activities (such as docent-led nature walks), group activities will be this zone's predominant use. Four major outdoor areas have been identified:

- ▶ A dedicated field at the northern end of the site is intended for Native games.
- ▶ Outdoor areas east of the building can be used to demonstrate and interpret Native activities such as games, dances, and storytelling.
- ▶ A tiered meadow at the northern end of the pond can be used as an informal amphitheater for interpretive programs.
- ▶ The artist-in-residence area on the landside of the levee will include live-work residential units for the artists to stay in on a temporary basis, with a centrally located conference and meeting center. This area also serves to buffer the Regatta at the Rivers neighborhood from more active uses to the south.

### 4.5.4 WATER ACCESS ZONE

This zone acknowledges the important relationship between the CIHC and the Sacramento and American rivers by providing access to the rivers and to the pond on the East Riverfront property, as well as recreational opportunities. A boat dock at the north end of the property on the Sacramento River will provide boat moorage for day use visitors, water taxis, and excursion boats and allow access to the East Riverfront property from the river. The restored pond will allow informal water access and space for demonstrations of traditional Native methods of fishing, harvesting tule reeds, and launching tule boats, among other activities. Along the Sacramento River, visitors will be able to access the waterfront to enjoy the view, fish, and picnic.

### 4.5.5 INTERPRETIVE CONNECTIONS ZONE

This is the largest zone at the CIHC and will consist of areas with minimal development but ample space for interpretive activities and exhibits. The intent of this zone is to provide visitors with vistas of the natural quality of the site. Additionally, this zone will reflect the multiple cultures that have occupied and influenced the site, hence the use of the word "connections" in the name. The zone consists of several important sub-areas that include the pond, which will be restored to a more natural condition; the area south of the pond, which is known to include high quality wildlife habitat; and an entrance monument to be located on the landside of the levee. Trailside interpretive exhibits will be installed throughout the zone.

#### 4.5.6 OPERATIONS ZONE

This is a functional zone consisting primarily of the public safety and facility operation area that will include maintenance facilities, public safety offices, and park ranger and security offices and vehicles. The public safety and facility operation area will be located at the northern end of the site on the landside of the levee. This zone also includes bus parking, the loading dock for the main building, and public parking areas.

### 4.6 PARKWIDE GOALS AND GUIDELINES

Park unit goals and guidelines apply to the entire CIHC property; they have been developed to address issues, needs, and opportunities for improvement, protection, or change. Goals and guidelines provide guidance for management of the CIHC to achieve its long term vision. Goals establish the purpose and define the desired future conditions, while guidelines provide directions that State Parks will consider to achieve the goals.

#### 4.6.1 STORMWATER RUNOFF MANAGEMENT (WATER)

**GOAL WATER-1:** Treat stormwater runoff onsite to prevent adverse effects to water quality from installation of park facilities described in this General Plan.

- ▶ **Guideline WATER-1:** Install systems for onsite capture and treatment of stormwater runoff and infiltration to reduce the amount of stormwater entering the stormwater drainage system and to reduce the amount of pollution and sedimentation in the runoff.
- ▶ **Guideline WATER-2:** Incorporate design features that provide for natural filtration of stormwater runoff. Vegetated swales and on-site retention of stormwater runoff shall be used to prevent stormwater runoff from the site from entering the Sacramento River. If the COWS stormwater drainage system is extended to the riverside of the levee, design features such as vegetated swales would reduce the pollutant load of stormwater runoff that enters the COWS stormwater drainage system.
- ▶ **Guideline WATER-3:** Implement Best Management Practices (BMPs) during project construction; prepare and implement Stormwater Prevention Pollution Plan (SWPPP); file a Notice of Intent (NOI) with the Central Valley Regional Water Quality Control Board prior to construction activities requiring a National Pollution Discharge Elimination System (NPDES) permit and comply with NPDES permit conditions.

#### 4.6.2 AIR QUALITY (AQ)

Management goals and guidelines for Air Quality at the CIHC site focus on the mobile source and fugitive dust emissions particularly emissions associated with construction activities.

**GOAL AQ-1:** Manage the Air Quality emissions associated with the construction of CIHC.

- ▶ **Guideline AQ-1:** Water all active construction sites at least twice daily. Frequency should be based on the type of operation, soil, and wind exposure.
- ▶ **Guideline AQ-2:** Haul trucks shall maintain at least 2 feet of freeboard.
- ▶ **Guideline AQ-3:** Cover all trucks hauling dirt, sand, or loose materials.
- ▶ **Guideline AQ-4:** Cover inactive storage piles.
- ▶ **Guideline AQ-5:** Sweep streets if visible soil material is carried out from the construction site.

**GOAL AQ-2:** Manage the Air Quality emissions associated with the construction and operational diesel emissions at the CIHC.

- ▶ **Guideline AQ-6:** Where feasible use alternate fuels and emission controls to further reduce NOX, respirable and fine particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>) exhaust emissions.
- ▶ **Guideline AQ-7:** Where feasible replace/substitute fossil-fueled (e.g., diesel) equipment with electrically driven equivalents (provided they are not run via a portable generator).
- ▶ **Guideline AQ-8:** Where feasible use ARB-certified alternative fueled engines in construction equipment. Alternative fueled equipment may be powered by compressed natural gas, liquid propane gas, electric motors, or other ARB-certified off-road technologies. (To find engines certified by ARB, see <http://www.arb.ca.gov/msprog/offroad/cert/cert.php>.)
- ▶ **Guideline AQ-9:** Provide commercial electric power to the project site in adequate capacity to avoid or minimize the use of portable electric generators and equipment.
- ▶ **Guideline AQ-10:** Limit the hours of operation of heavy duty diesel equipment and/or the amount of equipment in use at any one time.
- ▶ **Guideline AQ-11:** Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points.
- ▶ **Guideline AQ-12:** All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.

### 4.6.3 NATURAL RESOURCE MANAGEMENT (NR)

Management goals and guidelines for natural resources on the CIHC site focus on the site's location on the bank of a major river, its location in the floodplain and associated permit requirements, the known presence of sensitive natural resources onsite, any associated resource agency requirements, the opportunities for restoration and habitat enhancement, and the goals of the CIHC interpretive programs.

#### Riverbank Location/Floodplain

**GOAL NR-1:** Manage the riverfront and floodplain at the site according to local and regional requirements for resource protection, permit requirements and flood safety.

- ▶ **Guideline NR-1:** Prior to construction of any facility in the floodplain, coordinate with the Central Valley Flood Control Board (CVFCB) to specify permit conditions for an encroachment permit and other permits, as needed; obtain permits as required; and abide by permit conditions.
- ▶ **Guideline NR-2:** Prior to initiating ground-disturbing activities affecting wetland and/or other waters of the United States subject to U.S. Army Corps of Engineers (USACE) jurisdiction, coordinate with the USACE regarding the specific needs related to obtaining a permit pursuant to section 404 and 401 of the federal Clean Water Act (CWA); if it is determined that a permit is required for project implementation, obtain the permit prior to project implementation and abide by all permit conditions. Any impacts to wetland and other waters of the US shall be mitigated on-site whenever possible.
- ▶ **Guideline NR-3:** If a CWA Section 404 permit from the USACE is required, obtain Section 401 clean water certification from the Central Valley Regional Water Quality Control Board as a condition of Section 404 permit requirements; abide by all permit conditions.
- ▶ **Guideline NR-4:** Prior to altering the riverbed of the Sacramento River (such as for boat dock construction) or the pond (such as for restoration activities or construction of the amphimeadow, or the riparian forest in the floodplain, coordinate with the California Department of Fish and Game (DFG) regarding the need for Streambed Alteration Agreement (SAA) pursuant to Section 1600 et al. of the California Fish and Game Code; if a SAA is required, obtain the SAA prior to project implementation and abide by all permit conditions. Any required mitigations shall be implemented on-site whenever possible.
- ▶ **Guideline NR-5:** Avoid adverse impacts to sensitive aquatic species during the implementation of any work that would result in streambed alteration, work on the pond, or disturbance of riparian areas. Conduct any in-water work consistent with requirements of endangered species and regulatory agency requirements. Apply Best Management Practices (BMPs) to protect water quality.

**Sensitive Natural Resources/Resource Agency Requirements**

**GOAL NR-2:** Protect, maintain, and restore the natural diversity of habitat and associated sensitive natural resources for their perpetuation and enhancement in accordance with state and federal law.

- ▶ **Guideline NR-6:** Prior to implementing projects that may affect special-status species known to occur on-site, coordinate with the appropriate regulatory agencies regarding the potential need for protective measures during construction, or, if impacts cannot be avoided, the need to obtain an incidental take permit. Abide by conditions negotiated with the agencies and implement all conditions as agreed upon.
- ▶ **Guideline NR-7:** Monitor, protect, and restore sensitive natural communities present onsite, including riparian woodland and scrub, wetlands, the pond and elderberry shrubs.
- ▶ **Guideline NR-8:** Conduct regular biological surveys onsite to record locations of sensitive biological resources and use the obtained information to manage the site to support these resources over time.
- ▶ **Guideline NR-9:** Prior to ground-disturbing activities that affect suitable habitat for special-status plants with potential to occur on site, conduct a pre-construction survey for special-status plants. The survey shall be conducted according to DFG approved methodology by a State Parks-approved biologist during the appropriate blooming months (or when species can be unmistakably identified). If special-status plants are found, avoid occurrences during construction. If avoidance is not feasible, transplant special-status plant species on-site to suitable habitat that will be retained in the long term.
- ▶ **Guideline NR-10:** Prior to ground-disturbing activities that affect suitable aquatic and upland habitat for Northwestern pond turtle, a State Parks approved biologist shall conduct a preconstruction survey for Northwestern pond turtles. If turtles are found in areas to be affected by construction activities, the State Parks approved biologist shall move the turtle to a safe location or instruct workers to temporarily halt construction in the area to allow the turtle to move out of harm's way on its own.
- ▶ **Guideline NR-11:** Implement strategies to protect and restore sensitive natural resources by incorporating current field data into natural resource planning and management decisions.
- ▶ **Guideline NR-12:** To manage potential adverse effects on sensitive natural communities resulting from visitor use of the site, monitor sensitive natural resources present on the site for possible impacts caused by visitor use, nearby trails, and adjacent property use. If impacts are documented, implement adaptive management to reverse adverse effects and protect the resource from degradation.
- ▶ **Guideline NR-13:** Minimize fragmentation of intact plant communities and habitats when constructing new facilities and siting trails.

- ▶ **Guideline NR-14:** Prior to major maintenance or construction of major new facilities on the property, inspect buildings and large trees for sensitive species, including bat populations, and take appropriate management actions to avoid or mitigate potential impacts resulting from project implementation.
- ▶ **Guideline NR-15:** Coordinate with the Yolo Natural Heritage Program to ensure consistency between on-site natural resource management, mitigation for on-site impacts to sensitive natural resources, and the goals of the Yolo HCP/NCCP.
- ▶ **Guideline NR-16:** Reduce and, where possible, eliminate wildlife access to human food and garbage by using wildlife-proof recycling and trash receptacles, and implement applicable State Parks policies and practices.
- ▶ **Guideline NR-17:** For specific activities that will affect the bank of the Sacramento River and have the potential to adversely affect listed fish species, coordinate with the National Marine Fisheries Service (NMFS) regarding measures to avoid adverse affects; avoid removal of shaded riverine aquatic habitat.

### **Opportunities for Restoration/Habitat Enhancement**

**GOAL NR-3:** Restore the site to natural conditions that resemble those present onsite prior to human disturbance.

- ▶ **Guideline NR-18:** Restore degraded areas such as the perimeter of the pond and areas that are characterized by invasive weeds, ruderal vegetation, and rubble to native vegetation communities to the greatest extent feasible.
- ▶ **Guideline NR-19:** Manage non-native invasive species to prevent their establishment and spread. Prioritize management efforts for those species that are most invasive, ecologically detrimental, and/or conspicuous at the CIHC.
- ▶ **Guideline NR-20:** For “themed” areas of the CIHC representing different vegetation types from throughout the state, use plant species that are native to California; avoid species known to be invasive or hard to contain, and manage areas to avoid inadvertent introduction of species non-native to the Sacramento area into other areas within the CIHC that are not part of the themed areas.

### **Interpretive Programs**

**GOAL NR-4:** Interpret the natural resources at and adjacent to the CIHC to enhance the visitor experience.

- ▶ **Guideline NR-21:** Develop interpretive and educational programs/facilities that educate visitors on the variety of native plant communities and the associated plants and wildlife at the CIHC and how they can help preserve and protect them.

- ▶ **Guideline NR-22:** Provide public education to visitors about the values and importance of common and sensitive natural resources and the importance of their protection.

#### 4.6.4 CULTURAL RESOURCE MANAGEMENT (CR)

**GOAL CR-1:** Protect significant prehistoric and historic cultural resources in the CIHC.

- ▶ **Guideline CR-1:** Consult regularly with California Indian tribes; tribal organizations; and the CIHC Core Advisors to ensure productive, collaborative working relationships, especially when considering management practices, involving the Park's natural and cultural resources of interest and concern to them.
- ▶ **Guideline CR-2:** Prior to all ground disturbing activity and once a proposed development plan will be implemented, a mechanical subsurface archaeological survey will take place. The survey will focus on identifying subsurface archaeological resources within this depositional environment. A series of backhoe trenches will be excavated two feet below the vertical Area of Potential Effect (APE) when established, in order to determine the probability of subsurface archaeological resources being present during ground disturbing activity.
- ▶ **Guideline CR-3:** In the event that human remains are discovered during project activities, all work at that location will be temporarily halted and diverted to another location. Any human remains and/or funerary objects will be left in place. The project proponent and/or construction contractor will immediately contact the State Park representative who will then contact the State Park Sector Superintendent. The State Park Sector Superintendent (or authorized representative) will notify the County coroner, in accordance with §7050.5 of the California Health and Safety Code, and the Native American Heritage Commission (NAHC) will be notified within 24 hours of the discovery if the coroner determines that the remains are Native American. The NAHC will designate the "Most Likely Descendent" (MLD) of the deceased Native American. The MLD will recommend an appropriate disposition of the remains. If a Native American monitor is at the park at the time of the discovery, and that person has been designated the MLD by the NAHC, the monitor will make the recommendation of the appropriate disposition. Work will not resume in the area of the find until proper disposition is complete (PRC §5097.98). No human remains or funerary objects will be cleaned, photographed, analyzed, or removed from the site prior to determination. If it is determined the find indicates a sacred or religious site, the site will be avoided to the maximum extent practicable.
- ▶ **Guideline CR-4:** At the discretion of a State Park-qualified cultural resources specialist, all General Plan implementation actions could be monitored. The project proponent and/or construction contractor will notify the Northern Service Center Cultural Resource Section a minimum of three weeks prior to the start of General Plan actions to schedule monitoring, unless other arrangements are made in advance. If intact cultural features are uncovered during actions, the State Park-qualified cultural resources specialist will record and evaluate the find and implement avoidance, preservation, or recovery measures. If intact cultural



features are uncovered during General Plan actions, the State Park-qualified cultural resources specialist will record and evaluate the find and implement avoidance, preservation, or recovery measures, if feasible. If avoidance is required, the project proponent will modify actions to avoid the cultural resources.

- ▶ **Guideline CR-5:** In the event that the State Park-qualified cultural resources specialist at the Park determines that potentially significant, previously undocumented/unflagged cultural resources (including but not limited to dark soil containing shellfish, bone, flaked stone, groundstone, or deposits of historic material) are encountered during General Plan actions, all work in that location will be temporarily halted and diverted to another location, until the State Representative is contacted; a State Park-qualified cultural resource specialist will record and evaluate the find and work with the project proponent and/or construction contractor to implement avoidance, preservation, or recovery measures, as appropriate, prior to any work resuming at that specific location. In the event that previously undocumented cultural resources are encountered during project implementation and a State Park-qualified cultural resources specialist is not on-site, the State Representative will be contacted immediately and work within the immediate vicinity of the find will be temporarily halted or diverted until a State Park-qualified cultural resources specialist evaluates the find and determines the appropriate treatment and disposition of the cultural resource.
- ▶ **Guideline CR-6:** Prior to the start of General Plan actions a State Park-qualified cultural resources specialist will prepare a Construction Monitoring and Unanticipated Discovery Response Plan to be implemented if an unanticipated discovery is made. Elements of the plan will include:
  - Implementation of worker and supervisor response procedures to be followed in the event of an unanticipated discovery, including appropriate points of contact for professionals qualified to make decisions regarding the potential significance of any find;
  - Identification of, and on-call contact information for, persons authorized to stop or redirect work that could affect the discovery;
  - Provisions for monitoring of project actions in resource-sensitive areas.
- ▶ **Guideline CR-7:** Recent historic-era features and material deposits identified as a result of an archaeological survey of the project site will be researched and evaluated for their potential National Register of Historic Places/California Register of Historical Resources significance. If the features/deposits are recommended as significant, treatment procedures to reduce impacts to less-than-significant levels will be developed.

#### 4.6.5 VISITOR USE AND OPPORTUNITIES (VU)

**GOAL VU-1:** Provide a range of high quality educational, interpretive, and recreational opportunities for a variety of visitors to the CIHC.

- ▶ **Guideline VU-1:** Ensure that the CIHC serves as a designated location for California Indian peoples to share their historical experiences and their contemporary culture. Provide visitors with opportunities for participation in events and ceremonies such as Acorn Day and Honored Elders Day once these events move to the CIHC from SIM.
- ▶ **Guideline VU-2:** Collaborate with tribal representatives to create educational and interpretive programs that are interconnected with California Indian culture.
- ▶ **Guideline VU-3:** Develop a variety of programs for school children that allow them to experience aspects of Native American history and culture. Experiences would range from traditional viewing of collections to interactive programs that allow students to experience the natural resources found in the park and the cultural influences on it.
- ▶ **Guideline VU-4:** Encourage local residents to enjoy the CIHC by making its facilities available for formal use, such as community meetings, exhibitions, and celebrations, and informal use, such as cycling, running, and walking; conduct active outreach to community groups and organizations regarding opportunities for visitors at the CIHC.
- ▶ **Guideline VU-5:** Promote regional visitation through active outreach to a variety of groups and organizations throughout California. Consider a broader promotional effort that could include neighboring states; use a broad range of media including in-person outreach, printed materials, websites, and social media in compliance with State Parks policies.
- ▶ **Guideline VU-6:** Sponsor special events and activities in partnership with local service, voluntary, and nonprofit organizations to promote the natural history and cultural values of the CIHC.
- ▶ **Guideline VU-7:** Create educational and outreach materials to publicize the opportunities available at the CIHC to a variety of targeted recreational user groups, such as cyclists, boaters, and bird-watchers.
- ▶ **Guideline VU-8:** Coordinate with local agencies on planning efforts to ensure that CIHC resources and interests are represented in planning efforts that affect park visitation, such as extension of the regional bike trail; ensure that programs and management strategies implemented at the CIHC are consistent with and do not adversely affect local and regional planning efforts.

#### **4.6.6 INTERPRETATION AND EDUCATION**

##### **CIHC Interpretive Significance**

The CIHC will serve as the primary repository for Tribal Treasures (collections) under the care of State Parks. The facility will also serve as a center for California Indians who wish to share their cultural heritage with other tribal members and the community at large. The restored riparian landscape and riverfront of the CIHC, with the aid of guided tours and interpretive signs, will present a remarkable opportunity to demonstrate to the public the connection between Native California Indians and the nature that existed before the creation of cities.

##### **CIHC Interpretation Mission**

CIHC visitors will gain insights into contemporary California Indian culture, and will gain an appreciation for how California Indians perceive the physical and natural world. The CIHC's interpretive mission is to provide interpretive experiences using a variety of techniques including formal exhibitions, labels, technology assisted programs, site tours, and hands on experiential learning.

##### **CIHC Interpretation Vision**

The CIHC will honor Native California Indian cultures and their traditions. While the historic past is that which has gone before, the goal of the CIHC is to facilitate a contrast to the interpretation of the historic past promoted by the dominant culture. This will be done through California Indian People telling their own stories about the past and their contemporary culture. This presents a departure from traditional museum interpretation in that it results in California Indian voices being heard without filters. The CIHC will share with the visitor the fundamental role of the natural world as the basis for the Native worldview. This will offer an awareness of nature's influence in all facets of Native life. The CIHC conveys Native values through a blend of natural elements that integrate the indoor and outdoor environments through design of park facilities.

##### **Themes**

Development of the CIHC has been guided by the Developing Vision. This document includes "themes" for the purpose of describing the content of the CIHC. However, these themes are not consistent with development of themes as utilized by State Parks. Therefore, the information below is an attempt to blend the "themes" from the Developing Vision with standard State Parks thematic development into a new description of the CIHC themes. It is important for the reader to refer back to the Developing Vision to ensure that the original intent of the interpretive elements of the CIHC is not lost in translation.

##### ***Unifying Theme***

The CIHC will convey that California Indian communities and cultures are alive and thriving in contemporary society and that the past gives significant meaning to the experiences and perspectives of California Indian people in the present.

### **Primary Themes**

**Gathering of the People:** Oral story ties California Indians to the land, their people, and their traditions; the sharing of stories is what gives their cultures the connections and understandings of their sacred and spiritual beliefs.

The common bond between distinct California Indian groups is the concepts of family, community, nature and the Native understanding of spiritual respect and humility.

**Lands of the People:** California Indian Nations are as diverse as the state's environment. While the land of the CIHC represents the natural world of local Native people, land use will reflect a general Native relationship to, and respect for, the environment and the power of nature.

**Cycles:** At the heart of the California Indian worldview is the concept of cycles. Whether referring to stages of life, seasonal changes, or historical processes, this fundamental Native philosophy is key to understanding the connection of modern life and traditional practices.

**Memory:** Past events, whether associated with traumatic experiences, or the triumph over adversity, play an important role in shaping the identity of California Indian people in the present.

**Connections:** California Indian communities are alive and thriving in the present, but they are also part of the larger State, Nation, and World society. As such, California Indians find themselves in the position of cooperating with non-Natives in a variety of contemporary issues that require continued education, compassion and understanding.

### **Content Areas Indoors**

The indoor program introduces visitors to California's diverse natural landscapes, developing the context for how the land works to help shape the perspective of Native peoples. The themes related to the visitor's experience are Cycles, Memory, and Connections. These concepts are incorporated through story, song, cultural history, and awareness of the natural environment. The story identifies views of Native life and traditions from Native oral history, helping the visitor understand how these traditions have continued to present time and bringing the past into a contemporary experience and perspective.

The CIHC facility will adopt environmentally conscious building practices and meet the highest sustainability standards. These practices reflect California Indian values.

### **Content Areas Outdoors**

The outdoor environment represents the variety of land stewardship uses by Native People. Cycles, Memory, and Connections are interpretive themes that will be in evidence as visitors wander the natural paths and trails surrounding the CIHC.

A visitor can view Native contemporary sculptures and traditional and Native community presentations in their most natural setting. Shelters designed for seasonal and permanent uses

will offer the visitor a deeper understanding of their continued uses and significance. Contemporary Native sculptures placed throughout the landscape will help illustrate the Native stories, adding a contemporary view of the past.

The landscape shapes the stories, along with nature and its ever-changing seasons. As visitors explore, they will be introduced to a variety of native plants, identified by their many uses. Examples of Native stewardship and gathering sites are evidence of how Native People cared for their natural surroundings throughout the seasons. These natural elements will help the visitor understand the importance for seasonal migrations and their preparation. They will also help demonstrate the displacement of native food sources and its severe outcome as the shrinking of Native lands continues to affect Native communities.

### ***Interpretive Periods***

Given the unique status of the CIHC as a “heritage center” and not a museum or historic site, the emphasis of interpretive programming rests in the present. The CIHC will interpret historical events, but such events will not necessarily be associated with linear conceptions of time or with specific historical periods or related dates. Rather, they represent transformative periods that may overlap or be contiguous with other past events and/or the present. The intent is to avoid treating historic events as occurring in discrete time periods and emphasize the relationship of the past to the present. Doing so, gives the opportunity for the CIHC to reflect the words, stories, worldview and history of California Indians as they understand it, as opposed to Eurocentric concepts of time.

### **Cycles**

Tradition among California Indian communities is the recognition of importance of cycles. Whether they are seasonal cycles, life cycles, or historical cycles, cycles bring communities together, allowing for ceremony, organizational alliances, family bonds, trade, medicine, design sharing, artistic expression, activism and sharing knowledge. This fundamental native worldview is important in the continuity and continual adaptability of California Indians to their respective environments. In spite of much adversity, California Indians continue to practice their traditions today and, in fact, these traditions often play an important role in their modern lives. The acknowledgement of the cycles and their importance represents additional validation of continuity for Native cultural and historic identity.

### **Memory**

Memory, in this context, describes an alternative form of past consciousness and describes the way in which individuals and groups think about historic events and their relationship to their present lives. Memory will offer balance to academic historical constructions of the past, allowing for a Native perspective on history. Memory may not always reconcile with historical “facts,” but understanding memory, as a process, is important because it describes the way in which individuals and groups transmit a sense of the past through members of a given group and between generations. Through memory, visitors may gain a better understanding of how

California Indians view the impact and legacy of conflict that resulted from European Nations and Anglo-American conquest of what is now the State of California. Understanding Memory also gives valuable insight into how California Indians preserved traditions in spite of the persistent attempts of ethnocide by European Nations and Anglo-Americans.

### **Connections**

Connections, in this context, means a forum in which the Native community can gather to bring the traditions of California Indian people into a contemporary focus for visitors. Connections, as a concept, can offer a perspective on complicated issues that can benefit from expanded and sustained public education, compassion, and understanding. Connections will also be the setting for current Native cultures to identify and define their role and how the Native community would like to define its future, what values and connections they hope to continue.

### **Interpretive Collections (INT)**

A Scope of Collections Statement exists for the SIM and CIHC in accordance with State Parks policy for care and management of museum collections. The Scope of Collections Statement is included as Appendix F.

**GOAL INT-1:** Emphasize the richness and diversity of California Native communities and their traditions.

**GOAL INT-2:** Use California Indian voice for all information, stories, and perspectives of California Indian people represented at the CIHC.

- ▶ **Guideline INT-1:** Develop policies, standards, and practices related to the care, exhibition, public description, and access to Tribal Treasures (collections) with full participation of the California Indian community.
- ▶ **Guideline INT-2:** The CIHC will not act as an archaeological repository. The CIHC is not intended to house Native American human remains or any funerary objects known to have been associated with Native American human remains.
- ▶ **Guideline INT-3:** Develop policies and programs to encourage the sharing of cultural, historic, and traditional knowledge regarding Tribal Treasures (collections) entrusted to the CIHC.
- ▶ **Guideline INT-4:** Support and encourage the continued cultural traditions of Native Californians; support the preservation practices of traditional California Indian treasures.
- ▶ **Guideline INT-5:** Create policies that incorporate California Indian traditions, honor California Indian values, and adopt and implement professional museum standards and practices.

- ▶ **Guideline INT-6:** Consult with California Indian people, historians, ethnographers, anthropologists, and archaeologists to develop an objective portrayal of the history, stories, cultures, and traditions of California's Native People.
- ▶ **Guideline INT-7:** Facilitate collaboration for the network of California Indian regional museums and cultural centers throughout the state.
- ▶ **Guideline INT-8:** Through interpretive techniques and involvement of California Indian People, incorporate historic and contemporary information and challenge traditional assumptions by allowing California Indian perspectives and voices to tell stories.
- ▶ **Guideline INT-9:** Bring to the public's attention the truth about injustices faced by California Indians.
- ▶ **Guideline INT-10:** Emphasize the traditions and values that distinguish California Indians as a people of the present.
- ▶ **Guideline INT-11:** Develop programs and exhibits that will engage an audience of diverse ages, cultural backgrounds, and education.
- ▶ **Guideline INT-12:** Develop a program specific to schoolchildren by offering age-appropriate exhibits and educational programs for young audiences that will inform the California State K–12 curriculum, with emphasis on programs and outreach for local schools.
- ▶ **Guideline INT-13:** Offer Native People venues for dialogue about cultural matters of importance, including professional meetings, summits, and symposia. These types of cultural matters will keep cultural traditions alive, highlight cultural expression, advance understanding and interpretation of Indian culture, and train stewards of cultural resources.
- ▶ **Guideline INT-14:** Offer opportunities for California Indians to be actively engaged in the interpretive program as docents, artists, and in other functions that support to the CIHC vision.
- ▶ **Guideline INT-15:** Provide state-of-the-art information by using technological resources that will assist California Indians in tracing their genealogy, family history, and tribal heritage; facilitate the sharing of knowledge by California Indian cultural institutions and encourage those institutions to offer distance learning programs statewide.

**GOAL INT-3:** Honor the diversity of contemporary art through a dialogue with California Indian artists to develop a wide variety of venues for contemporary expression, opportunities, and media.

- ▶ **Guideline INT-16:** Exhibit art from California and beyond to offer other influences and perspectives on contemporary American Indian art.

- ▶ **Guideline INT-17:** Encourage and initiate educational programs that develop varying facets of creative or contemporary media and traditional skills that preserve and protect Indian cultural techniques and values.
- ▶ **Guideline INT-18:** Install in-house studios, workshops, and artist-in-residence fellowships.
- ▶ **Guideline INT-19:** Provide facilities for flexible, multi-use, and contemporary exhibition galleries.

**GOAL INT-4:** Reach out to diverse audiences, including non-traditional museum visitors to the park.

- ▶ **Guideline INT-20:** Continue diverse outreach programs.
- ▶ **Guideline INT-21:** Encourage the development of CIHC as a “hub” for information flow between institutions and organizations. Ensure that multi-modes of information gathering and sharing are available through the CIHC.

### **Recommendations for Future Interpretation Planning Efforts**

Given the importance and complexity of the CIHC’s interpretive mission and vision, State Parks will consider development of an interpretive master plan, in collaboration with the Native community, to identify programs, activities, and media that are most suitable.

## **4.6.7 PARK OPERATIONS**

### **Public and Visitor Safety (SAFE)**

Public safety for the CIHC will be handled by State the Capital District’s Public Safety Team. Law enforcement will be conducted in accordance with a Memorandum of Understanding (MOU) to be prepared between State Parks and COWS as called for in the Master Agreement. Additionally, State Parks will apply environmental design techniques to ensure the CIHC is safe for staff and visitors, and has developed a Management and Operations Plan (Exhibit C of Master Agreement in Appendix A) for addressing security on the CIHC grounds and surrounding areas. State Parks rangers will patrol during the day, typically between 7:30 a.m. to 5:30 p.m. Nighttime security services will be provided by a private security company, similar to the scenario currently implemented at Old Sacramento State Historic Park. Fire response will be provided by the COWS Fire Department from existing fire stations.

**GOAL SAFE-1:** Develop a program that promotes the safety of park visitors, employees, and property as the CIHC continues to evolve from Phase 1 through full build-out at Phase 4.

- ▶ **Guideline SAFE-1:** Develop and implement a safety and security MOU in cooperation with COWS Police Department and in accordance with the Master Agreement.
- ▶ **Guideline SAFE-2:** Ensure sufficient State Parks ranger staffing to patrol the park, or if not available, arrange patrol and security service with other service providers.



- ▶ **Guideline SAFE-3:** Ensure that COWS patrol police have access and ability to patrol park grounds as situations warrant.
- ▶ **Guideline SAFE-4:** Prepare a fire response plan in coordination with the COWS Fire Department, structural and access requirements according to the Uniform Building Code and the Uniform Fire Code, such as requirements for emergency vehicle access, sprinklers, and fire resistant and/or fireproof materials.
- ▶ **Guideline SAFE-5:** Coordinate with the COWS Fire Department and the Rivers Community Association to ensure that secondary emergency access to the park is available from the north end of the levee road.
- ▶ **Guideline SAFE-6:** Engage neighborhood residents and homeowners associations to participate in public safety efforts for the park through ongoing outreach and coordination and by providing them with contact information in case they observe anything suspicious at the CIHC.
- ▶ **Guideline SAFE-7:** Incorporate safety features into the design of lighting, pedestrian walkways and landscaping.
- ▶ **Guideline SAFE-8:** Train park personnel in safety and security measures to ensure staff and visitor safety.
- ▶ **Guideline SAFE-9:** Identify and coordinate with local and state agencies providing rescue operations for water-related emergencies and develop water safety and rescue procedures.
- ▶ **Guideline SAFE 10:** Include specific safety and security measures in the Management and Operations Plan.

#### 4.6.8 FLOOD SAFETY (FLOOD)

Because the CIHC is located in the floodplain of the Sacramento River, special attention must be given to site design, on-site safety, emergency evacuation plans, and ongoing site management. The following goals and guidelines aim to provide guidance for design, construction, operations and maintenance of the CIHC as they relate to flood safety.

**GOAL FLOOD-1:** Ensure the CIHC and its Tribal Treasures (collections), facilities, visitors, and staff are protected from floods.

- ▶ **Guideline FLOOD-1:** Coordinate with the West Sacramento Area Flood Control Agency (WSAFCA) on issues related to the planned levee improvement program, and issues related to local levee integrity.
- ▶ **Guideline FLOOD-2:** Coordinate with local, state and federal agencies with jurisdiction regarding local levee safety during design, construction, and long-term maintenance of CIHC facilities; obtain permits as required, and abide by all permit conditions and management

recommendations. Keep abreast of changes and revision to all applicable laws and regulations and manage the CIHC in accordance with current permits and associated conditions and requirements.

- ▶ **Guideline FLOOD-3:** Design and construct the CIHC buildings to standards that can withstand a 200-year flood event. Structures on the riverside of the levee shall be sufficiently elevated to provide protection from the 200-year flood event. Any improvements constructed or measures implemented to ensure 200-year flood protection shall be designed to not significantly increase the risk of flooding or the effect of flooding on any adjacent or nearby properties.
- ▶ **Guideline FLOOD-4:** Structures located on the CIHC site must, *at a minimum*, comply with the following requirements contained in CCR Title 23 Waters Division 1. Central Valley Flood Protection Board, December 2009:
  - Structures may not be constructed on a levee section or within ten (10) feet of a levee toe;
  - Structures must be securely anchored and flood proofed to at least two (2) feet above the 100-year flood elevation or two (2) feet above the design floodplain, whichever is higher.
  - The flood proofing must be consistent with the potential uses of the structure;
  - Structures must be located and oriented to have minimal impact on flood flows; and
  - The number of structures permitted is limited to the minimum reasonably necessary to accomplish an appropriate land use activity.
- ▶ **Guideline FLOOD-5:** Ensure that the CIHC complies with the Federal Emergency Management Agency (FEMA) National Flood Insurance Program 200-year development standards; acquires elevation certificates before construction begins; and complies with other development standards (e.g., flood-proof utilities), depending on the location and elevation of each component of the project.
- ▶ **Guideline FLOOD-6:** Develop an emergency response plan for flood events that defines procedures for evacuating staff and visitors.
- ▶ **Guideline FLOOD-7:** Develop an emergency plan to protect the Tribal Treasures (collections) housed at the CIHC during a flood event. Protection alternatives could include evacuation to an offsite location, and/or protection on-site, including relocation of Tribal Treasures (collections) to higher floors.
- ▶ **Guideline FLOOD-8:** Identify early flood warning programs and emergency procedures and other emergency measures as directed by CVFPB and COWS to avoid flood damage, secure facilities, and protect them from adverse affects caused by floods.

#### 4.6.9 DAYS AND TIMES OF OPERATION (OPEN)

**GOAL OPEN-1:** Ensure that CIHC facilities and grounds are open for regular public use with regularly scheduled days and times of operation.

- ▶ **Guideline OPEN-1:** Require paid entry only at the main CIHC facility. Park grounds shall be open to the public free of charge.
- ▶ **Guideline OPEN-2:** Ensure that hours of operation for the main CIHC facility will be from 10 a.m. to 5 p.m., 7 days a week. The facility will be closed on Thanksgiving, Christmas, and New Year's Day.
- ▶ **Guideline OPEN-3:** State Park grounds, including trails, water access areas, and the sculpture garden shall be open for public use year-round. To promote safety and security, public use will generally be prohibited from sunrise to sunset, except for approved special events.
- ▶ **Guideline OPEN-4:** Include days and times of operation standards in the Management and Operations Plan.

#### 4.6.10 ACCESSIBILITY (ACCESS)

State Parks is committed to making State Parks accessible to people with a wide range of physical abilities, as identified in the *California State Accessibility Guidelines (Accessibility Guidelines)* (California State Parks 2009b). The Accessibility Guidelines state that accessibility is influenced by the location and type of park and that basic services and experiences need to be accessible to all people with disabilities, while maintaining the intrinsic qualities of the place.

The CIHC is located in an urban setting; the Heritage Center and Community Services zones are urban to semi-urban in design and include paved roadways, parking lots, and pedestrian paths. Other zones, particularly the Interpretive Connections zone, are intended to protect the natural resource values, and therefore may have more limited and informal access. The Accessibility Guidelines; therefore, suggest that park designers consider park features and programming when designing the location and type of accessibility improvements. The accessibility guidelines include standards for boat docks, restrooms, trails, amphitheaters, and other facilities that will be included in the park.

**GOAL ACCESS-1:** Develop an accessibility plan for the CIHC that is consistent with the Accessibility Guidelines.

- ▶ **Guideline ACCESS-1:** Design and construct a ramp or similar accessibility feature that allows visitors to travel between areas west and east of the levee.
- ▶ **Guideline ACCESS-2:** Consider accessibility in the design of all visitor facilities, and provide access to visitor with limited mobility throughout the park to the greatest extent feasible.

- ▶ **Guideline ACCESS-3:** Provide a range of audio-visual equipment that allows visually impaired and hearing-impaired visitors to access and enjoy CIHC programs.

#### 4.6.11 CIRCULATION SYSTEM (CIRC)

The CIHC is designed to accommodate arrival and internal circulation by a variety of modes of visitor transportation, including transit, auto, watercraft, bicycle, and pedestrian. During public outreach in support of the General Plan, COWS residents and stakeholders strongly encouraged State Parks to explore alternatives to transportation to and from CIHC by private automobile. The guidelines in this section reflect that expressed desire to preserve the high-quality visual and natural resource values of the East Riverfront property by minimizing parking and encouraging use of alternative modes of transportation. Therefore, the proposed goals and guidelines for visitor circulation seek to minimize auto circulation and parking and to encourage the inclusion of public transit options.

The levee road and Marina Way (Exhibit 4-2) are already used informally by local residents for cycling, walking, and dog walking; continued use by cyclists and pedestrians is anticipated to occur in the CIHC. The *City of West Sacramento Parks Master Plan (COWS Parks Plan) (2004)* identifies the CIHC as part of a regional recreational corridor along the Sacramento River. The CIHC will continue the development of this corridor with improvements to the levee road, which would accommodate cyclists and pedestrians on a multi-use trail. A pedestrian path would ultimately connect from the Broderick Boat Ramp to the south, follow the Sacramento River shoreline, and connect with a pedestrian path at the north end of the East Riverfront property. Other bicycle and pedestrian paths provide total connectivity throughout the State Park and will connect with access routes to destinations off-site.

**GOAL CIRC-1:** Implement a circulation plan that promotes efficient circulation throughout the park for a variety of modes of travel, potentially resulting in a reduced use of personal automobiles.

**GOAL CIRC-2:** Seek opportunities to provide multi-use recreational bicycle and pedestrian paths with local and regional connections.

- ▶ **Guideline CIRC-1:** To protect scenic and natural resource values in the park, construct or improve public access roadways in the western portion of the East Riverfront property, including Marina Way (an existing public street).
- ▶ **Guideline CIRC-2:** Construct north-south bicycle lanes and pedestrian walkways along the levee road that provide connectivity to the existing riverfront trail on the south side of the Broderick Boat Ramp and acts as a region-serving circulation route.
- ▶ **Guideline CIRC-3:** Explore the potential for an east-west multi-use trail that connects Fountain Drive to the riverfront and a proposed pedestrian bridge across the Sacramento River (the bridge would not be part of the CIHC).

- ▶ **Guideline CIRC-4:** Construct an informal pedestrian path along the CIHC riverfront that affords views of the Sacramento River and connects to the existing regional trail on the south side of the Broderick Boat Ramp.
- ▶ **Guideline CIRC-5:** Connect all major destinations in the park with fully accessible pedestrian paths, unless accessibility is precluded by topography, flooding, or other factor identified at the time of design.
- ▶ **Guideline CIRC-6:** Coordinate with local and regional transportation agencies to extend transit service to the CIHC.
- ▶ **Guideline CIRC-7:** Consider discounted admission to the heritage center for visitor arriving by public or non-motorized transportation to encourage the use of alternative modes of transportation to private vehicles.
- ▶ **Guideline CIRC-8:** Evaluate the use of a shuttle bus to encourage remote parking for special events.
- ▶ **Guideline CIRC-9:** Coordinate with local agencies and service purveyors to determine the feasibility of a water shuttle to connect the CIHC to potential locations along the Sacramento and American Rivers.
- ▶ **Guideline CIRC-10:** Provide gated, secure local access to operations, loading, and service areas for State Parks rangers and maintenance staff.
- ▶ **Guideline CIRC-11:** Designate trails pursuant to the Public Resources Code for approved trail use. This will establish controls for various kinds of animals within the park boundaries, as well as designate which trails have been approved for pedestrian, bicycle and/or equestrian use. Some designated areas may be off limits to pets and people to protect fragile resources.

#### 4.6.12 ACCESS POINTS (AP)

As an urban park with grounds that are to be open and accessible to the public throughout the year, the CIHC will be accessible by various modes of transport and at multiple points of access along the edge of the property.

The primary entrance to the park will be located at the intersection of Lighthouse Drive and Marina Way; both streets are existing public rights-of-way (Exhibit 4-2). Marina Way will function to provide a full range of access opportunities, including emergency vehicles, bus, auto, bicycle, and pedestrian access with both entry and exit. Marina Way is proposed to be an uncontrolled entrance without a staffed kiosk; however, this may change if visitation and parking warrant controlled auto access in the future.

A secondary emergency vehicle access point will be available at the north end of the site via the levee road. Emergency vehicles accessing the site from the north entry point must pass through

a gate on Fountain Drive providing entry to the Rivers neighborhood and turn onto River Crest Drive to access the levee road.

An optional future access point for cyclists and pedestrians could be from Fountain Drive via a multi-use trail located in a linear landscaped greenway. The trail would connect with the multi-use trail adjoining the levee road on the East Riverfront property.

**GOAL AP-1:** Provide convenient access to the CIHC for visitors and staff using various modes of travel.

- ▶ **Guideline AP-1:** Coordinate with COWS to determine an appropriate access point from the Broderick Boat Ramp for a riverfront pedestrian trail. Coordinate with CIRI to identify a pedestrian trail alignment that could afford connectivity between the Broderick Boat Ramp and the East Riverfront property.
- ▶ **Guideline AP-2:** Coordinate with the COWS Fire Department and the Rivers Community Association to identify access procedures to ensure secondary emergency access to the CIHC.
- ▶ **Guideline AP-3:** Coordinate with WSAFCA to identify improvements necessary to support circulation on top of the levee providing access to the East Riverfront property.
- ▶ **Guideline AP-4:** Coordinate with local and state agencies to consider additional and/or alternative access points from the Sacramento River to the CIHC that are not currently identified in the General Plan, based on additional study and review. For example, the location of the proposed pedestrian bridge has yet to be determined as of the writing of this General Plan, and trail access should be coordinated with the location that is ultimately determined.
- ▶ **Guideline AP-5:** Coordinate with the California State Lands Commission (SLC) and relevant property owners to determine a location for continuation of the riverfront pedestrian trail at the north end of the East Riverfront property, and access and construction of the boat dock.
- ▶ **Guideline AP-6:** Coordinate with the Department of Boating and Waterways and SLC to determine a location for the boat dock and to identify any potential water traffic conflicts with other watercraft use on the Sacramento River.
- ▶ **Guideline AP-7:** Analyze the need for controlled access at Marina Way if warranted by high auto traffic and parking needs that exceed existing facilities on the East Riverfront property.

#### **4.6.13 CONCESSIONS AND OTHER COMMERCIAL OPPORTUNITIES (CON)**

**GOAL CON-1:** Enhance the visitor experience by establishing concession services and/or other opportunities which are consistent with the mission of the CIHC.

- ▶ **Guideline CON-1:** Work with Native artists to develop multiple venues (e.g., art festivals and special events) that allow them to display and market their work.
- ▶ **Guideline CON-2:** Allow for the existence of an interpretive-themed food service operation, a museum store, and other retail or commercial activities which provide a broad range of recreational and service facilities available at multiple locations. Property Acquisition (ACQUI)

As noted, the CIHC is fully functional if constructed on the East Riverfront and former JTS properties. However, the acquisition of additional properties, including the adjacent Grupe and CIRI properties, could enhance the park's options and more fully realize the vision for the CIHC.

#### 4.6.14 PROPERTY ACQUISITION (AQUI)

**GOAL AQUI-1:** When funding is available, consider the acquisition of additional properties that might allow for the expansion of CIHC facilities and grounds in keeping with the vision and mission of the CIHC, and arrange interim agreements providing for access easements, as appropriate.

- ▶ **Guideline AQUI-1:** Coordinate with property owners of adjacent parcels to explore opportunities for potential easements (such as a trail easement on the CIRI property) and use agreements that could extend visitor access.
- ▶ **Guideline AQUI-2:** If State Parks determines that additional property is advantageous to the mission of the CIHC, consider coordinating with third party land conservancy groups to facilitate the acquisition and potential land banking of properties until State Parks is able to acquire the properties.
- ▶ **Guideline ACQUI-3:** When funding becomes available, coordinate with property owners to explore acquisition options for adjacent properties that further the mission of the CIHC.

### 4.7 ZONE SPECIFIC GOALS AND GUIDELINES

#### 4.7.1 HERITAGE CENTER ZONE (HCZ)

##### Management Intent

The Heritage Center zone is located north of the pond in an area of the property that has been determined to be above the 200-year flood level. The main CIHC facility will be located in this zone, with the precise location of the building to be determined at the design phase.

The Heritage Center zone is the main arrival point for visitors to the CIHC and the hub for all educational and interpretive activities. At full build-out, it will house the CIHC's Tribal Treasures (collections), display revolving exhibits, provide visitor services, and serve as a center for Native events and celebrations. The existing mature native oak woodland habitat present in this area will be preserved and integrated into the grounds to the greatest extent feasible.

Improvements to the grounds will seek to highlight the exceptional views from the main facility and its grounds to the pond, the Sacramento River, and beyond.

**GOAL HCZ-1:** Create a facility that acts as a vital cultural meeting point for California Indians throughout the State of California.

- ▶ **Guideline HCZ-1:** Identify programmed spaces inside and outside the facility that are dedicated to specialized use by California Indians and closed to public use on specified days and times.

**GOAL HCZ-2:** Incorporate measures into the design and construction of the building and grounds that are consistent with the Native vision of “Healing the Land.”

- ▶ **Guideline HCZ-2:** Implement the Design Standards and Guidelines in Appendix B of this General Plan.

#### 4.7.2 COMMUNITY SERVICES ZONE (CSZ)

##### Management Intent

The Community Services zone is envisioned to serve as a buffer between existing neighborhoods to the west and the main facility on the East Riverfront property and as a transitional space that can serve the needs of the local community and the CIHC. The CSZ is an active zone intended to provide indoor and outdoor gathering places that can be used jointly by the community and the CIHC, to include meeting space, a café or other compatible commercial serving enterprises, and a plaza large enough to host special events. Support space, such as additional offices and an interim visitor center and associated exhibit space could be included in this zone as well. The CSZ also serves as a transportation hub that is intended to accommodate auto, bicycle, and pedestrian traffic and could include public transit, depending on future routes. The buildings will screen a large surface parking area, which will serve as the main parking facility for the CIHC. Trees in the parking area will provide shade and enhance the look of the area.

**GOAL CSZ-1:** Create a transitions zone between the CIHC and the adjacent community that serves as a buffer between land uses and provides important community serving functions and support services for the CIHC.

- ▶ **Guideline CSZ-1:** The architectural style and design elements of buildings in the CSZ should be consistent with, but need not be identical to, the architectural design elements selected for the primary heritage center building on the East Riverfront property.
- ▶ **Guideline CSZ-2:** Focus uses in the CSZ that are consistent with the mission of the CIHC but have the capacity to jointly serve the nearby community. Such uses might include an information center that includes regional resources, meeting rooms, a café or restaurant, and activity areas for children.



- ▶ **Guideline CSZ-3:** Incorporate sufficient pedestrian routes that are safe, clearly marked, and connect visitors to various destinations within the park. In addition to other routes, a ramp or similar structure should be constructed that allows pedestrians to access the East Riverfront property from the Community Services zone.
- ▶ **Guideline CSZ-4:** Consider shared parking arrangements with other organizations and associations that have the potential to create income for the CIHC and promote extended use of the parking lot.
- ▶ **Guideline CSZ-5:** Coordinate with public transit service providers to encourage the establishment of transit service to the park and the construction of stops near the CSZ.

### 4.7.3 GROUP ACTIVITY ZONE (GAZ)

#### Management Intent

This zone includes four locations in the park: a Native games field at the northern end of the East Riverfront property, landscaped areas to the east of the main building on the East Riverfront property, the amphimeadow at the north end of the pond, and the artist-in-residence complex on the landside of levee on the former JTS property. The intent of the GAZ is to provide an area where programmed group activities are the predominant use. However, other uses are allowable and these spaces are sufficiently flexible to allow for a variety of programmed and unprogrammed activities.

**GOAL GAZ-1:** Provide gathering and activity spaces for community and CIHC associated events.

- ▶ **Guideline GAZ-1:** Design the Native games field as an open playfield that can flexibly include a variety of active recreational uses.
- ▶ **Guideline GAZ-2:** Create a complex of outdoor spaces near the main building that offer opportunities for group activities, including traditional storytelling, dance, music, and interpretive talks. Integrate multiple uses for each space whenever possible.
- ▶ **Guideline GAZ-3:** Ensure that gathering spaces include a variety of seating suitable to the proposed use.
- ▶ **Guideline GAZ-4:** Construct a landscaped buffer between the existing Regatta at the Rivers neighborhood to the north and the artist-in-residence complex. Include bicycle and pedestrian circulation routes to other destinations in the CIHC.

### 4.7.4 WATER ACCESS ZONE (WAZ)

#### Management Intent

The Water Access zone occupies two locations in the park: The west bank of the Sacramento River including the proposed boat dock, and the pond. The identification of the WAZ recognizes

the opportunity to access and use the river and the pond, two of the most distinctive attributes of the CIHC.

The boat dock is located on the western shore of the Sacramento River, opposite the Discovery Park Marina. The intent of the boat dock is to increase CIHC use by making it accessible from nearby locations along the river, such as the Discovery Park Marina, the Railyards development, Old Sacramento, and West Sacramento to the south. The boat dock will be managed as a publicly accessible facility with moorage slips and is intended for day use, because no overnight camping will be permitted in the park. A portion of the dock will be designed to accommodate larger vessels serving as water taxis, tour boats, or similar mid-sized watercraft. This portion of the shoreline exhibits high topographic relief, with approximately 10 vertical feet typical from the East Riverfront property to the water level. Therefore, either a ramp or lift must be part of the site improvements to allow boaters to safely and conveniently access the CIHC.

The pond will be re-graded and will include an amphimeadow at its north end. The shoreline of the pond will be available for interpretive activities such as tule reed boat building and launching, or other native demonstrations. No boat ramp will be provided.

**GOAL WAZ-1:** Provide safe public access to the river and pond.

- ▶ **Guideline WAZ-1:** Ensure public access to the boat dock by small- to moderate-size watercraft to include motorized and non-motorized private vessels (such as motor boats and canoes), and publicly accessible vessels (such as water taxis and tour boats).
- ▶ **Guideline WAZ-2:** Limit activities not associated with the operation of watercraft (such as swimming and fishing) from the boat dock to ensure safety.
- ▶ **Guideline WAZ-3:** Set hours of operation for the boat dock consistent with hours of operation for the CIHC as a whole.
- ▶ **Guideline WAZ-4:** Construct the boat dock in a manner that recognizes the seasonally changing water levels of the Sacramento River and ensures the year-round use of the facility. For example, construct a floating dock with piers so that the dock raises and lowers with changing water levels while providing safe access to and from the East Riverfront property.
- ▶ **Guideline WAZ-5:** Coordinate with appropriate agencies to provide safe ingress and egress by watercraft to and from the boat dock and to avoid conflicts with other water traffic on the Sacramento River.

#### 4.7.5 INTERPRETIVE CONNECTIONS ZONE (ICZ)

##### Management Intent

As described above in Section 4.5.5, this zone will largely remain undeveloped and will reflect the multiple cultural influences that have occupied and influenced it, hence the use of the word “connections” in the name.

**GOAL ICZ-1:** Provide a maximum range of interpretive facilities and opportunities.

- ▶ **Guideline ICZ-1:** Construct a pedestrian path along the riverfront extending the length of the park from north to south. The path should afford vantage points for views across the river and into the park and should offer connections to the overall trail system.
- ▶ **Guideline ICZ-2:** Develop an interpretive program that represents the park’s unique relationship to water that includes its location at the confluence of the American and Sacramento Rivers as well as the constructed and restored pond in the park’s interior.
- ▶ **Guideline ICZ-3:** Offer a range of outdoor interpretive programs and features that allow visitors to experience activities that include hands-on participation (gardening, building temporary structures), demonstrations, guided and self-guided tours and enhance the area using signage, sculpture, and natural features.
- ▶ **Guideline ICZ-4:** Provide an interconnected network of pedestrian trails that allow visitors to expand their access to and understanding of the park.
- ▶ **Guideline ICZ-5:** Prioritize habitat on the site to be subject to future study, planning, and restoration of native habitat. Consider extending this effort to the CIRI property to the south, if acquired. Seek opportunities to heal the land.
- ▶ **Guideline ICZ-6:** Include the levee and its role in the riverfront environment in the overall interpretive program.
- ▶ **Guideline ICZ-7:** Present visitors with information that allows them to expand their understanding of the historical experience and cultural practices of California Indians.

#### 4.7.6 OPERATIONS ZONE (OZ)

##### Management Intent

This zone consists of the public safety and facilities operations area on the landside of the levee at the north end of the East Riverfront property. It also includes any service and loading areas associated with buildings. The OZ also consists of all surface parking lots, including the bus parking lot at the north end of the East Riverfront property; small, scattered surface parking lots; and the large proposed lot on the former JTS property on the landside of the levee.

The purpose of this zone is to ensure that necessary CIHC functions operate as efficiently as possible, but do not detract from the scenic values of the park. In addition, because the CIHC is an urban park with nearby residential neighborhoods, visual, noise, and odor nuisances must be minimized.

**GOAL OZ-1:** Provide safe and efficient spaces for CIHC operation and maintenance.

- ▶ **Guideline OZ-1:** Screen all operations, service, and loading areas from view with walls, fences, and/or landscaping. Select plants and materials for screening that are complementary to the overall park program.
- ▶ **Guideline OZ-2:** Provide access to the public safety and facilities operations area from both the east and west. Include a connection to the levee road on the east for service vehicles and from Fountain Drive on the west for staff and service vehicles. Neither east or west entrances should be open to public access.
- ▶ **Guideline OZ-3:** Limit hours of operation of service equipment (such as weed trimmers) to normal working hours to minimize the impact of noise on nearby residential neighborhoods.
- ▶ **Guideline OZ-4:** Coordinate with COWS to consider possible options for bus parking at the Broderick Boat Ramp.
- ▶ **Guideline OZ-5:** Address operations in detail in the Management and Operations Plan.

## 4.8 MANAGING VISITOR CAPACITY

### 4.8.1 METHODOLOGY

State Parks is required to assess carrying capacity issues in drafting General Plans to comply with Section 5019.5 of the Public Resources Code. State Parks defines carrying capacity as a prescribed number and type of visitors that an area will accommodate given the desired natural/cultural resource conditions, visitor experiences, and management programs.

State Parks defines Visitor Capacity Management as “a methodology used to determine and maintain the desired resource and social conditions that fulfill the purpose and mission of a park. It includes establishing initial visitor capacities, then monitoring key indicators in order to identify appropriate management actions in response to unacceptable conditions.”

An adaptive management process recognizes that management actions will have uncertain outcomes and, thus, it is important to adjust management and research decisions to better achieve management objectives. The steps that typically comprise an adaptive management process for State Parks are presented below. Steps 1 through 3 were completed as part of the General Plan preparation process while steps 4 through 6 should be implemented over time, as the goals and guidelines identified in this General Plan are implemented.

- Step 1.** Identify Existing Opportunities and Constraints
- Step 2.** Determine Vision and Desired Conditions
- Step 3.** Identify Issues and Evaluate Alternatives
- Step 4.** Develop Measurable Indicators and Thresholds
- Step 5.** Establish Initial Visitor Capacities
- Step 6.** Monitor Use and Identify Changing Conditions
- Step 7.** Adjust Environmental or Social Conditions

#### **4.8.2 VISITOR MANAGEMENT GOALS AND GUIDELINES (VM)**

**GOAL VM-1:** Establish and implement an adaptive management process for managing visitor capacity at CIHC in support of the General Plan's purpose and vision.

- ▶ **Guideline VM-1:** Develop measurable thresholds for the CIHC that will provide a baseline for monitoring of site conditions and implementation of adaptive management, as necessary.
- ▶ **Guideline VM-2:** Conduct regular monitoring of baseline conditions to document change over time; collect and analyze visitor data for both casual users of the grounds and paid admission to the main facility; establish visitor capacity over time, based on analysis of visitor data.
- ▶ **Guideline VM-3:** If monitoring efforts reveal that conditions are approaching or exceeding thresholds, management must consider alternatives and take appropriate action; adjust management actions to direct resource and visitor experience conditions to the desired state; continue to implement adaptive management.



*Sierra Mono Indian Museum, North Fork*

*This page intentionally left blank.*

---

## CHAPTER FIVE: ENVIRONMENTAL ANALYSIS

---

### 5.1 INTRODUCTION

#### 5.1.1 PURPOSE OF THE EIR

This General Plan for the California Indian Heritage Center (CIHC, with all its sections, constitutes an environmental impact report (EIR), as required by Public Resources Code (PRC) Sections 5002.2 and 21000 et seq. The General Plan is subject to approval and the EIR is subject to certification by the California Park and Recreation Commission (Commission). The Commission has sole authority for the plan's approval and adoption. Following certification of the EIR and approval of the General Plan by the Commission, California State Parks (State Parks) will prepare management plans and area development plans as staff and funding become available. Future projects that are part of the CIHC may be subject to permitting requirements and approval by other agencies, such as the U.S. Army Corps of Engineers (USACE), U.S. Fish and Wildlife Service (USFWS), Central Valley Flood Protection Board (CVFPB), and California Department of Fish and Game (DFG).

#### 5.1.2 FOCUS OF THE EIR

The notice of preparation for this General Plan was circulated to the appropriate federal, state, and local planning agencies. Comments received during the planning process were considered during preparation of this General Plan and EIR, which was prepared to address environmental impacts that may result from implementing the management goals and guidelines. Emphasis is given to significant environmental impacts that may result from future development and from operation of the CIHC consistent with these goals and guidelines.

#### 5.1.3 SUBSEQUENT ENVIRONMENTAL REVIEW PROCESS

The General Plan and EIR serve as a first-tier EIR as defined in Section 15166 of the State CEQA Guidelines, and as a project-level EIR where adequate detail is available to address potential impacts at the project-level. Additional individual or site-specific projects and appropriate CEQA compliance will follow the General Plan and EIR. For those resource topics where sufficient information was available to analyze potential impacts at the project level, future compliance may consist of the implementation of specific guidelines, mitigation measures or permitting requirements as indicated in this EIR.

#### 5.1.4 CONTENTS OF THE EIR

The enclosed EIR includes the following sections:

**Introduction:** This section includes a brief overview of the environmental review process, focus and content of the EIR, and approach to the environmental analysis.



**EIR Summary:** The EIR summary represents a summary of environmental impacts associated with the proposed General Plan, and an overview of the environmental effects of alternatives considered to the preferred General Plan.

**Project Description:** This section provides an overview of the proposed General Plan, which is the focus of the program EIR, including a description of General Plan elements and proposed phasing.

**Environmental Setting:** This section notes that the existing (baseline) conditions for environmental issues or resources that may be potentially affected by implementation of the General Plan are addressed in Chapter 2, “Existing Conditions”, which represents the environmental setting for this EIR. For some resource topics, additional environmental setting information is provided as needed.

**Environmental Effects: Eliminated from Further Analysis:** This section describes those environmental topics that did not warrant detailed environmental analysis and the supporting rationale.

**Environmental Impacts:** This section provides an analysis of the potential environmental impacts associated with implementing the proposed General Plan.

**Other CEQA Considerations:** This section contains information on other CEQA-mandated topics, including significant and unavoidable impacts, significant irreversible environmental changes, growth-inducing impacts, and cumulative impacts.

**Alternatives to the Proposed Project:** The section describes the various alternatives to the proposed General Plan (including the No-Project Alternative) that are considered in this EIR and provides an analysis of the associated environmental effects of these alternatives relative to the proposed project.

## 5.2 EIR SUMMARY

### 5.2.1 SUMMARY OF IMPACTS AND MITIGATION

The General Plan for the CIHC reflects State Park’s dual mandates as a steward of natural and cultural resources and the provider of recreation opportunities. Chapter 4, “Park Plan”, identifies goals and guidelines for physical and natural resource management, cultural resource management, visitor use and opportunities, interpretation and education, and park operations. The goals and guidelines contained in this General Plan seek to minimize and avoid potentially significant adverse effects on the environment.

An evaluation of the potential for significant adverse environmental impacts on aesthetic resources, air quality, biological resources, cultural resources, geology and soils, hazards and hazardous materials, hydrology and water quality, land use and planning, noise, population and housing, public services, recreation, transportation and traffic, and utility and service systems is

provided in Section 5.6. Significant environmental impacts were identified for biological resources, seismic hazards, and noise; however, mitigation measures are available that would reduce the impacts identified to less than significant. For the remainder of the resource topics, the specific guidelines noted in the impact analysis section for each environmental topic would maintain environmental impacts at less than significant.

The environmental analysis prepared for the General Plan is programmatic and project specific in scope as explained above under 5.1.3. The General Plan includes guidelines that will help govern environmental review of future projects at the project level, where appropriate.

## **5.2.2 SUMMARY OF ALTERNATIVES CONSIDERED**

This EIR analyzes potential impact of the General Plan (proposed project), the no-project alternative, and two additional alternatives that present different development scenarios for the CIHC. The two different development scenarios were chosen to represent the spectrum of alternatives developed early during the planning process. The alternatives analysis is found in Section 5.8.

## **5.3 PROJECT DESCRIPTION**

### **5.3.1 OVERVIEW**

Chapter 4 of this General Plan includes the “project description” and presents the overall long-range purpose and vision for the CIHC. Management goals and supporting guidelines in Chapter 4 are designed to address the critical planning issues identified through the planning process and to mitigate any adverse environmental effects of development, management and uses that would be permitted at the CIHC.

The proposed CIHC would be a new state park located in the city of West Sacramento on the west bank of the Sacramento River, across from its confluence with the American River (Exhibits 1-1 and 1-2). The CIHC main facility and outdoor programs would be located at the 43-acre East Riverfront property. This property is bordered by the Sacramento River to the east, residential communities to the north and west, and an undeveloped parcel to the south. Main access to the property is provided via Marina Way off Lighthouse Drive. The proposed CIHC also includes the 7.91-acre former JTS Communities, Inc. (JTS) (Regatta at the Rivers) parcel located on the landside of the levee that would provide opportunities for surface parking, a public plaza, community and ancillary services, and artist-in-residence and meeting facilities.

The CIHC could be fully functional on the East Riverfront and former JTS properties; however, two additional adjacent parcels may be added to the CIHC over time (Exhibit 1-3). These parcels, which would provide opportunities for additional programming that could enhance the mission of the CIHC, are described as follows:

- ▶ The 3.18-acre Grupe parcel, currently planted as an orchard, would remain undeveloped, but could provide additional entry space and contain a monument sign or art related to the CIHC.
- ▶ The 16.21-acre Cook Inlet Region, Inc., (CIRI) property would be left in a natural state but would provide opportunity for an expanded natural area with a trail network and interpretive elements. It also would provide opportunities for additional outdoor programming and habitat restoration.

As noted above, the establishment of the CIHC and implementation of the General Plan do not depend on the acquisition of these additional properties.

### **5.3.2 PHASING**

The CIHC is proposed to be constructed in phases that State Parks would implement over approximately 15 to 20 years. A phased approach will allow State Parks to link funding opportunities with construction of new facilities at the CIHC site. This will enable State Parks to initiate restoration and habitat enhancement at the site and to transfer its existing operations from the State Indian Museum (SIM). This approach will also allow the public to enjoy access to and use of the property before full build-out of all CIHC facilities.

The four anticipated phases are briefly described below and graphic depictions of development envisioned for each of the phases are included in Appendix D.

The former JTS parcel, acquired by State Parks in 2010, provides potential project implementation opportunities early in the development of the overall CIHC site. These opportunities could include interim use as a small Indian Heritage Center visitor center and associated exhibit space and community serving facilities. This allows the CIHC to use the site for visitor service facilities prior to the implementation of the West Sacramento Levee Improvement Program (WSLIP) in this particular stretch of the levee and to move forward with implementing the larger CIHC vision. Any improvements will include screened parking, landscaping, and will interface with the community.

Ultimately, the former JTS property is proposed to include a surface parking lot that would allow the majority of the parking for the CIHC, including parking that may be located on the East Riverfront property during early implementation (Phase 1 and 2), to be relocated to the former JTS property in later phases. After relocation, parking areas on the East Riverfront property would subsequently be restored to more natural conditions. A public meeting space and compatible retail enterprises and community and ancillary service center would wrap around the parking area on the former JTS property, fronting onto Fountain and Lighthouse Drives and serving as a neighborhood amenity. The northern portion of the property would be developed as an artist-in-residence facility, with a community center and meeting space.

**Phase 1** focuses on implementation of restoration and habitat enhancement on the East Riverfront property. Phase 1 would include construction of an outdoor amphimeadow at the north end of the pond. It would also include construction of interpretive trails, enhancement of the pond and associated wetlands, construction of demonstration areas, construction of traditional California Indian structures consistent with the interpretive program, outdoor California Indian art, signage, outdoor exhibit elements, and limited infrastructure development. Parking for Phase 1 would be provided on the East Riverfront property in previously disturbed areas.

**Phase 2** involves initial facility development at the East Riverfront property, including site improvements and a small collections facility, exhibits, theatre, museum store, library and archive space and core/support facilities. Many of the site improvements would occur during this phase, including outdoor meeting space, provision of utilities and infrastructure, and construction of pedestrian trails. The initial CIHC facility will be limited to approximately 20,000 to 25,000 square feet, including 2,000 square feet for security and operations needs. Phase 2 includes the installation of a boat dock on the bank of the Sacramento River. Parking during Phase 2 would be provided entirely on the East Riverfront property.

**Phase 3** focuses on expansion of the primary CIHC facility to approximately 50,000 square feet to include more extensive exhibit space; an expanded entry with a museum store, café, and other support facilities; and additional office space. Phase 3 would also include additional parking, and landscaping and indigenous gardens.

**Phase 4** includes full build-out of the primary CIHC facility at 100,000 to 125,000 square feet of space, to include completed space for curatorial activities, exhibit preparation, and storage of Tribal Treasures (collections) and additional meeting, office, and library space, and expanded parking. The existing high-quality natural habitat on the CIRI property would be preserved and restored, where needed, with development to be limited to trails and interpretive exhibits. If acquired, the small, triangular Grupe property would be used to install a monument entry sign or art serving as an entry feature to the CIHC to guide visitors.

According to a draft Business Plan prepared by AECOM (AECOM 2010), under contract to State Parks, the CIHC at full build-out will have approximately 177,000 to 266,000 visitors annually. This level of visitation equates to roughly half the current level of annual visitors to the Old Sacramento State Historic Park, including the California State Railroad Museum. The combined Old Sacramento State Historic Park and Railroad Museum is currently the top attraction in Sacramento, and recorded nearly 566,000 visitors in fiscal year 2009–2010, according to State Parks. Local attractions in the Sacramento area have attendance patterns that are highly seasonal, peaking during the summer months. According to State Parks, the CIHC is expected to follow this pattern, with peak attendance days occurring during the summer, and peak vehicle trip generation occurring on the weekends.

## 5.4 ENVIRONMENTAL SETTING

Existing conditions that characterize the proposed site for the CIHC, including descriptions of the important resource values within the site and the regional planning context, are described in Chapter 2. Additional setting information is provided in the following discussion by specific resource topic, where needed.

## 5.5 ENVIRONMENTAL EFFECTS ELIMINATED FROM FURTHER ANALYSIS

The following topics were eliminated from further analysis in the EIR because no potential exists for significant environmental effects related to these resources to result from implementation of the General Plan. A brief reason for their elimination is provided for each respective topic.

### 5.5.1 AGRICULTURAL AND FORESTRY RESOURCES

The CIHC project site is located on land that is designated for urban development (Riverfront Mixed Use) in the *City of West Sacramento General Plan* (City General Plan) (COWS 2009: Figure 2-4). The East Riverfront property is located on the riverside of the Sacramento River levee and has historically been used for various nonagricultural uses (boat repair, municipal water well). The former JTS property is currently fallow and has been graded in preparation for condominium development. The Grupe property contains an ornamental cherry orchard planted for landscaping purposes. The orchard is not considered a productive agricultural operation; furthermore, the General Plan proposes to retain the orchard or plant trees that are native to California as part of the entry to the CIHC facility and add artwork related to the CIHC. The CIHC site does not contain forestry resources. Therefore, these topics are not addressed further in this document.

### 5.5.2 MINERAL RESOURCES

Implementing the General Plan would not result in the loss of availability of known mineral resources that are or would be of value to the region and residents of the state and would not result in the loss of a locally important site for recovering mineral resources as delineated on a local general plan, specific plan, or other land use plan. No further discussion is required.

### 5.5.3 PALEONTOLOGICAL RESOURCES

No known paleontological resources have been documented on the site. The alluvial materials that underlay the site are Holocene deposits (less than 11,000 years old) (Wallace Kuhl & Associates 1997:19). These deposits are of recent geologic age and would not be expected to contain fossilized organisms. Therefore no impacts on paleontological resources would occur as a result of implementation of the project. No further discussion is required.

## 5.6 ENVIRONMENTAL IMPACTS AND MITIGATION

The following sections analyze potential impacts by resource topic. The criteria used to determine the significance of impacts in the following resource discussions were derived from Appendix G (environmental checklist) of the State CEQA Guidelines.

The General Plan has been developed to guide development and management of the CIHC in a way that is most appropriate to fulfill the Park Vision and the State Parks Mission (Section 1.9.1, “Planning Hierarchy”). Through the application of the General Plan’s goals and guidelines, the plan will be largely self-mitigating.

### 5.6.1 AESTHETIC RESOURCES (AES)

#### Introduction

This section analyzes impacts related to aesthetic resources that would result from implementing the General Plan.

#### Environmental Setting

Refer to Section 2.3.4, “Aesthetic Resources”, in Chapter 2 of this General Plan for a description of existing conditions related to aesthetic resources.

#### Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to aesthetic resources apply to the proposed General Plan.

#### Significance Criteria

Implementing the General Plan would have a significant impact on aesthetics if it would:

- ▶ have a substantial adverse effect on a scenic vista;
- ▶ substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway;
- ▶ substantially degrade the existing visual character or quality of the site and its surroundings; and
- ▶ create a new source of substantial light or glare which would adversely affect day or nighttime views in the area.

The project site is not on or near a state scenic highway, therefore this topic is not addressed further in this EIR.

## Impact Analysis

**Impact AES-1: Adverse Effects on a Scenic Vista.** The visual quality of the East Riverfront portion of the CIHC is moderately high, with scenic vistas across the river to Discovery Park, the confluence of the American and Sacramento Rivers, and the Sacramento riverfront area. Foreground views to the south and southeast of riparian cottonwood forest with tall buildings in West Sacramento and Sacramento in the background provide a scenic contrast between the urban and wildland landscapes. The CIHC would develop the north end of the East Riverfront property (Heritage Center zone) with structures, leaving the area adjacent to the river and the southern end of the site as open space. The addition of nature trails and interpretive exhibits would not detract from the scenic vistas of the Sacramento River and opposite shore to the east and south. The proposed restoration of native vegetation and creation of the amphimeadow would enhance the visual quality of the site. Private views of the East Riverfront property from the second-story windows of the condominiums currently under construction immediately to the west of the proposed Heritage Center zone (on the landside of the levee) include the Sacramento skyline and the treeline above the levee. Views of the Heritage Center zone are currently blocked by the levee. No public views of the river from adjacent areas would be blocked by the structure of the Heritage Center. Additionally, public access to the site would become safer and opportunities for the public to experience the scenic vistas as viewed from the project site would be enhanced. Impacts related to adverse effects on a scenic vista would be **less than significant**.

**Impact AES-2: Degradation of the Existing Visual Character or Quality of the Site and Its Surroundings.** Implementing the General Plan would alter the visual character of the site and surrounding area, primarily on the landside of the levee. The former JTS property, located on the landside of the levee, is currently vacant with minimal vegetation; it would become the Community Services zone with outdoor and indoor public spaces and retail uses that would serve the CIHC and the community. This property would be visible from adjacent streets and neighborhoods to the west and from the condominium development on the adjoining property to the north. The existing visual quality of this site is low to moderate because it is vacant and has minimal vegetation. Building and landscape design can provide an attractive feature for the neighborhood. General Plan Community Services Goal CSZ-1 calls for the creation of a transition zone between the CIHC and the adjacent community that serves as a buffer between the adjacent land uses and provides important community service functions and support services for the CIHC. It is envisioned that the community plaza in this zone would contain landscape features that encourage visitor use and enjoyment, including shade trees or structures, seating, water features, art, and ornamental landscaping. Current zoning on the CIHC project site is Waterfront with a Planned Development overlay zone (WF/PD). Public parks and cultural uses are permitted use in the WF zone (City of West Sacramento 2010 Title 17 Zoning, Division III, District Regulations, Chapter 17.23 Permitted Uses).

The Grupe property, also on the landside of the levee, is occupied by a small cherry orchard, considered to be a community asset. The General Plan proposes to retain the orchard or plant

trees native to California, and add a sculpture or art piece related to the CIHC so the property could provide and enhanced entry to the CIHC and help create a sense of arrival.

The visual character of the CIRI property would not be substantially altered; natural vegetation would be retained and nature trails and interpretive exhibits would be added.

The visual character of the East Riverfront property would not be substantially altered—natural areas would be enhanced by restoration of native vegetation—except for the Heritage Center zone, which would be developed with structures. General Plan goal HCZ-2 calls for the incorporation of measures into the design and construction of the building and grounds that are consistent with the Native vision of “Healing the Land”. Appendix B contains Design Standards and Guidelines for the CIHC developed concurrently with this General Plan. These guidelines provide guidance on the use of materials and styles that blend in with the natural environment of the site. Overall, the implementation of the proposed CIHC would enhance the visual character of the site and surrounding area. Impacts related to changes to visual character would be **less than significant**.

**Impact AES-3: Light and Glare.** The proposed project would introduce night lighting as a result of security lighting on building exteriors and lighting for special events taking place in the evening hours. Glare and lighting from the project site would potentially have an adverse effect on nearby residential areas, in particular for the condominium residents immediately west of the levee, across from the East Waterfront property. The parking lot located on the JTS property would potentially be a source of daytime glare from cars and nighttime glare from lighting in the parking lot.

However, the General Plan Design Standards and Guidelines include Lighting Guidelines 1 through 14 that ensure exterior lights would be placed to minimize glare, obtrusive light, light trespass, and upward directed wasted light. Sodium vapor lighting would not be allowed on the site. The CIHC Design Standards and Guidelines also include Parking Guidelines 2, 8, and 11 would shield neighbors from light and glare associated with parked cars. The parking lot that would be located on the former JTS property would be shielded from view by the community from all sides though placement of buildings and a landscape buffer. Operations hours at the CIHC would be limited to regular opening hours and night time events would occur only on a limited basis. Implementation of the Design Standards and Guidelines combined with placement of parking and other facilities would maintain potential impacts resulting from light and glare at **less than significant**.

## 5.6.2 AIR QUALITY (AQ)

### Introduction

This section analyzes impacts related to air quality and greenhouse gases that would result from implementing the General Plan.



## **Environmental Setting**

The project site is located in Yolo County, California, which is under the jurisdiction of the Yolo-Solano Air Quality Management District (YSAQMD). YSAQMD is the primary local agency with respect to air quality for all of Sacramento County. Sacramento County is within the Sacramento Valley Air Basin (SVAB), which also includes all of Butte, Colusa, Glenn, Shasta, Sutter, Tehama, Yolo, and Yuba Counties, the western portion of Placer County, and the eastern portion of Solano County. YSAQMD develops rules, regulations, policies, and/or goals to comply with applicable legislation. Although Environmental Protection Agency (EPA) regulations may not be superseded, both state and local regulations may be more stringent. Applicable regulations associated with criteria air pollutant, toxic air contaminants (TAC), and odor emissions are described separately below. Air quality in this area is determined by such natural factors as topography, climate, and meteorology, in addition to the presence of existing air pollution sources and conditions. These factors are discussed below.

### ***Topography, Climate, and Meteorology***

The SVAB is relatively flat and bordered by mountains to the east, west, and north. Air flows into the SVAB through the Carquinez Strait, the only breach in the western mountain barrier, and moves across the Sacramento–San Joaquin River Delta, bringing with it pollutants from the heavily populated San Francisco Bay Area. The climate is characterized by hot, dry summers and cool, rainy winters. Periods of dense and persistent low-level fog that are most prevalent between storms are characteristic of SVAB winter weather. From May to October, the region's intense heat and sunlight lead to high ozone concentrations. Summer inversions are strong and frequent, but are less troublesome than those that occur in the fall. Autumn inversions, formed by warm air subsiding in a region of high pressure, have accompanying light winds that do not adequately disperse air pollutants.

Most precipitation in the area results from air masses that move in from the Pacific Ocean during the winter months. These storms usually come from the west or northwest. More than half the total annual precipitation falls during the winter rainy season (November–February). The average winter temperature is a moderate 49°F. During the summer, temperatures range from 50°F to more than 100°F. The inland location and surrounding mountains shelter the area from much of the ocean breezes that keep the coastal regions moderate in temperature.

Regional flow patterns affect air quality patterns by moving pollutants downwind of sources. Localized meteorological conditions, such as moderate winds, disperse pollutants and reduce pollutant concentrations. An inversion layer develops when a layer of warm air traps cooler air close to the ground. Such temperature inversions hamper dispersion by creating a ceiling over the area and trapping air pollutants near the ground. During summer mornings and afternoons, these inversions are present over the project site. During summer's longer daylight hours, plentiful sunshine provides the energy needed to fuel photochemical reactions between reactive organic gases (ROG) and oxides of nitrogen (NO<sub>x</sub>), which results in ozone formation.

In the winter, temperature inversions dominate during the night and early morning hours but frequently dissipate by afternoon. The greatest pollution problems during this time of year are from carbon monoxide (CO) and NO<sub>x</sub>. High CO concentrations occur on winter days with strong surface inversions and light winds because CO transport is extremely limited.

### **State Criteria Air Pollutants**

Concentrations of the following air pollutants are used to indicate the ambient air quality conditions: ozone, CO, nitrogen dioxide (NO<sub>2</sub>), sulfur dioxide (SO<sub>2</sub>), respirable and fine particulate matter (PM<sub>10</sub> and PM<sub>2.5</sub>), and lead. Because these are the most prevalent air pollutants known to be deleterious to human health, and extensive documents are available on these pollutants' criteria for affecting health, they are commonly referred to as "criteria air pollutants."

Both the California Air Resources Board (ARB) and EPA use monitoring data to designate areas according to their attainment status for criteria air pollutants. The purpose of these designations is to identify those areas with air quality problems and thereby initiate planning efforts for improvement. Sacramento County is currently designated nonattainment for the state and federal ozone and PM<sub>10</sub> and for state PM<sub>2.5</sub> under the ambient air quality standards (AAQS), and is either in attainment or unclassified for all remaining state and federal AAQS (ARB 2010a).

Ozone, PM<sub>10</sub>, and PM<sub>2.5</sub> concentrations are measured at the T Street, Sacramento station. Other criteria pollutants are not currently monitored because of their attainment status. In general, the ambient air quality measurements from this station represent the air quality at the CIHC site. AAQS were exceeded for ozone for 7, 18, and 13 days for the years 2007, 2008, and 2009, respectively. Ambient air quality standards were exceeded for PM<sub>10</sub> for 5, 3, and 1 days for the years 2007, 2008, and 2009, respectively. Ambient air quality standards were exceeded for PM<sub>2.5</sub> for 28, 15, and 3 days for the years 2007, 2008, and 2009, respectively (ARB 2010b).

### **Toxic Air Contaminants**

TACs, or in federal terms, hazardous air pollutants, are defined as air pollutants that may cause or contribute to an increase in mortality or serious illness, or that may pose a hazard to human health. TACs are usually present in minute quantities in the ambient air; however, their high toxicity or health risk may pose a threat to public health even at low concentrations.

In addition, naturally occurring asbestos, which was identified as a TAC in 1986 by ARB, is located in many parts of California and is commonly associated with serpentine rock formations. Asbestos is the common name for a group of naturally occurring fibrous silicate minerals that can separate into thin but strong and durable fibers. According to the California Division of Mines and Geology, naturally occurring asbestos would not be present on the CIHC site (Churchill and Hill 2000).

### **Odors**

Odors are generally regarded as an annoyance rather than a health hazard. However, manifestations of a person's reaction to foul odors can range from psychological (e.g., irritation, anger, anxiety) to physiological (e.g., circulatory and respiratory effects, nausea, vomiting, headache). The occurrence and severity of odor impacts is subjective and depend on numerous factors, including the nature, frequency, and intensity of the source; wind speed and direction; and the presence of sensitive receptors. Although offensive odors rarely cause any physical harm, they still can be unpleasant, leading to considerable distress and often generating citizen complaints to local governments and regulatory agencies. No major odor sources (e.g., wastewater treatment plants, landfills, confined animal operations) are within 2 miles of the CIHC site.

### **Greenhouse Gases**

Certain gases in the earth's atmosphere, classified as greenhouse gases (GHGs), contribute to the trend of warming observed in the earth's climate, known as global warming or climate change. Prominent GHGs contributing to climate change are carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), nitrous oxide (N<sub>2</sub>O), and fluorinated compounds. Emissions of GHGs contributing to global climate change are attributable in large part to human activities including industry/manufacturing, electricity generation, transportation, agriculture, construction, and land use change.

### **Sensitive Receptors**

Sensitive receptors are identified land uses that would be occupied by persons most sensitive to the effects of air pollution, such as the very young, the elderly, or people weak from illness or disease. These receptors are generally residential land uses, schools, hospitals, and retirement homes. Sensitive receptors located in and around the CIHC site include recreationists and residences along Fountain Drive, Lighthouse Drive, and the residential neighborhood directly adjacent to the site along Regatta Lane approximately 200 feet from the CIHC site.

### **Regulatory Setting**

In addition to the regulations detailed below, for more information on air quality regulations, please refer to the subsection titled "Clean Air Act of 1963, as Amended" in Section 2.7.3, "Regulatory Influences", in Chapter 2 of this General Plan.

### **Federal Criteria Air Pollutants**

At the federal level, EPA implements national air quality programs. EPA's air quality mandates are drawn primarily from the federal Clean Air Act (CAA), which was enacted in 1970 and most recently amended in 1990. ARB is the agency responsible for coordinating and overseeing state and local air pollution control programs in California and for implementing the California Clean Air Act (CCAA).

YSAQMD attains and maintains air quality conditions in Yolo County through a comprehensive program of planning, regulation, enforcement, technical innovation, and promotion of the understanding of air quality issues. The clean-air strategy of YSAQMD includes the preparation of plans for the attainment of ambient air-quality standards, adoption and enforcement of rules and regulations concerning sources of air pollution, and issuance of permits for stationary sources of air pollution. YSAQMD also inspects stationary sources of air pollution and responds to citizen complaints, monitors ambient air quality and meteorological conditions, and implements programs and regulations required by the CAA and amendments thereof (CAAA), and the CCAA.

The present version of YSAQMD's *Handbook for Assessing and Mitigating Air Quality Impacts* (Handbook) (YSAQMD 2007) was released in July 2007. The Handbook is an advisory document that provides lead agencies, consultants, and project applicant(s) with uniform procedures for addressing air quality in environmental documents. All projects are subject to adopted YSAQMD rules and regulations in effect at the time of construction. Specific rules applicable to the construction of the proposed project may include, but are not limited to: Rules 2-1 "Control of Emissions", 2-14 "Architectural Coatings", 3-1 "General Permit Requirements", and 3-4 "New Source Review".

### **Odors**

Neither the state nor the federal governments have adopted any rules or regulations for the control of odors sources. However, the YSAQMD has adopted Rule 2-5 that specifically addresses nuisance associated with odors.

### **Greenhouse Gases**

In September 2006, Governor Arnold Schwarzenegger signed Assembly Bill (AB) 32, the California Global Warming Solutions Act of 2006 (see Statutes 2006, Chapter 488, enacting Health & Safety Code, Section 38500–38599). AB 32 establishes regulatory, reporting, and market mechanisms to achieve quantifiable reductions in GHG emissions and establishes a cap on statewide GHG emissions. AB 32 requires that statewide GHG emissions be reduced to 1990 levels by 2020. ARB published its *Climate Change Proposed Scoping Plan* (Proposed Scoping Plan), which is the state's plan to achieve GHG reductions in California required by AB 32 (ARB 2008). According to the Proposed Scoping Plan, forests in California sequester carbon. ARB expects that approximately 5 million metric tons of carbon dioxide equivalent emissions can be reduced annually through sustainable forestry measures. The *Proposed Scoping Plan* was approved by ARB on December 12, 2008.

### **Significance Criteria**

Implementing the General Plan would have a significant impact on air quality if it would:

- ▶ conflict with or obstruct implementation of the applicable air quality plan;

- ▶ violate any air quality standards or contribute substantially to an existing or projected air quality violation;
- ▶ result in a cumulatively considerable net increase of any criteria pollutant for which the project region is in nonattainment under an applicable federal or state ambient air quality standard (including releasing emissions that exceed quantitative thresholds for ozone precursors);
- ▶ expose sensitive receptors to substantial pollutant concentrations; and
- ▶ create objectionable odors affecting a substantial number of people.

Implementing the General Plan would have a significant impact related to GHG if it would:

- ▶ generate GHG emissions, either directly or indirectly, that may have a significant impact on the environment or
- ▶ conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of GHGs.

### Impact Analysis

**Impact AQ-1: Short-Term Emissions of Criteria Air Pollutants Generated by Project Construction.** Construction-related emissions are described as short term or temporary and have the potential to represent a significant impact concerning air quality. Implementing the General Plan would take place over time with the implementation of the four proposed phases. Several projects require minor construction activity, such as trail construction, road management, or parking management, and would not result in substantial temporary emissions. A limited number of projects could involve more extensive construction, such as developing the main facility, and reconfiguring the pond area. These plans or projects would include standard control measures as required by YSAQMD to limit emissions to less-than-significant levels. Goals AQ 1 and 2 and associated guideline AQ 1 through 12 in the General plan outline standard control measures to be included in future project involving construction. Therefore, implementation of the General Plan would result in **less-than-significant** impacts regarding short-term impacts on air quality generated by project construction.

### Impact AQ-2: Long-Term Emissions of Criteria Air Pollutants Generated by Project Operations.

Implementing the General Plan is not expected to result in a substantial increase in vehicle traffic on local and regional roadways, because the number of visitors that would be drawn to the site, while increased from current levels, would not be expected to be of a magnitude that would alter general traffic patterns on local roadways. Visitors that currently visit the SIM would be expected to visit the CIHC instead. These visitors already travel on local roadways. Emissions associated with the number of vehicle trips (existing and new users) to and from the CIHC would be unlikely to reach significance levels of 10 tons per year of ROG and NO<sub>x</sub> and 80 pounds per day of PM<sub>10</sub> established by YSAQMD. This is supported by screening levels

established by YSAQMD in the Handbook. The Handbook recommends that quantifiable analysis of long-term pollutant emissions after 2010 be undertaken for civic center projects with buildings greater than 185,000 square feet and parks greater than 3,100 acres (YSAQMD 2007: 10). While the CIHC is not a civic center or a park, it is similar to both of these land uses on a smaller scale. The CIHC at full build-out would be approximately 100,000 to 125,000 square feet and 50.91 acres (not including the adjoining Grupe, and CIRI properties). Both the square footage and acreage associated with the CIHC would be well below screening levels established for determining significance by YSAQMD. Thus, operation of the project would not result in a substantial or cumulatively considerable increase of long-term regional ROG, NO<sub>x</sub>, PM<sub>10</sub>, or CO emissions associated permanent emission sources. In addition, implementation of the project would not substantially increase vehicle miles traveled (VMT), because the overall number of visitors to CIHC is expected to remain moderate. The Transportation Study completed on behalf of the CIHC by Fehr and Peers anticipates that visitors will travel to the CIHC using transit such as YoloBus, and private bus, which together are estimated to constitute .8% and 20% of visitation, respectively. In addition, the Transportation Study notes that the impact of traffic volumes on study intersections are sufficiently negligible to be deemed to be less than significant.

Consequently, implementation of the General Plan would not result in a substantial generation of long-term criteria air pollutants or conflict with or obstruct implementation of YSAQMD's air planning efforts. This impact is **less than significant**.

**Impact AQ-3: Exposure to Toxic Air Contaminants (TAC).** Implementing the land uses in the General Plan would not result in the generation of TAC emissions. With respect to long-term operational TAC emissions, implementation of the General Plan would not result in an increase of long-term operation-related emissions compared with existing conditions. Specifically, implementing the General Plan would not result in a substantial increase in the number of motor vehicle trips. As discussed above under Impact AQ-2, the overall number of visitors to CIHC is expected to remain moderate. Furthermore, implementing the General Plan would not result in the operation of any new major stationary emission sources that could be a source of TAC. Thus, implementing the General Plan would not expose sensitive receptors to substantial pollutant concentrations. As a result, this impact would be **less than significant**.

**Impact AQ-4: Exposure to Objectionable Odors.** Implementing the General Plan would result in diesel exhaust emissions from on-site equipment during construction phases. The diesel exhaust emissions would be intermittent and temporary and would dissipate rapidly from the source. No other existing odor sources are located near the proposed project site and the project would not include the long-term operation of any new sources of odors. Thus, the construction and operation of the CIHC would not result in exposure of sensitive receptors to objectionable odors. As a result, this impact would be **less than significant**.

**Impact AQ-5: Emission of Greenhouse Gas.** The General Plan is expected to result in short-term GHG emissions from construction equipment exhaust and from mobile and area sources associated with long-term operation of the CIHC. Mobile-source emissions of GHGs would

include employee and visitor trips to the CIHC in passenger vehicles. Stationary-source emissions would be from on site facilities such as air conditioning and heating of the main building and other facilities such as the safety and security office.

Emissions from construction of the project would be temporary and would not be expected to substantially contribute to regional GHG emissions. Implementing the General Plan would also result in an increase in vehicle trips to the site on a daily basis, and slight increase in area-source emissions associated with the increased electrical and water need. The amount of vehicle trips associated with the CIHC would be moderate and would not represent a substantial increase in regional GHG emissions. By incorporating multimodal access to the project, including the expansion of bicycle and pedestrian facilities, existing and proposed transit services, and the potential for a water shuttle, and acknowledging that cultural centers are usually accessed by groups of people rather than individuals (resulting in fewer vehicle trips per capita), it is unlikely that long-term project operation would result in substantial GHG emissions or conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of GHGs. Future components of the general plan requiring substantial construction would go through additional environmental review to ensure that the necessary mitigation and GHG reduction measures are incorporated. This impact would be **less than significant**.

### **5.6.3 BIOLOGICAL RESOURCES (BIO)**

#### **Introduction**

This section analyzes impacts related to biological resources that would result from implementing the General Plan. A variety of documents and additional information listed in Section 2.3.2, “Natural Resources”, field surveys conducted during preparation of the General Plan, aerial photographs, and results of natural resource database searches were used to assess the impacts on vegetation and wildlife that would occur as a result of implementing the General Plan.

#### **Environmental Setting**

Refer to Section 2.3.2, “Natural Resources”, in Chapter 2 of this General Plan for a description of existing conditions related to biological resources.

#### **Regulatory Setting**

In addition to the discussion below, for more information on biological resource regulations please refer to the following subsections in Section 2.7.3, “Regulatory Influences”, in Chapter 2 of this General Plan:

- ▶ “California Endangered Species Act”,
- ▶ “California Fish and Game Code Section 1600 ”,
- ▶ “California Fish and Game Code Section 3503.5 (Protection of Raptors)”,
- ▶ “California Department of Fish and Game Species Designations”,

- ▶ “California Native Plant Society Species Designations”,
- ▶ “Federal Endangered Species Act”, and
- ▶ “Migratory Bird Treaty Act.”

### Significance Criteria

Implementing the General Plan would have a significant impact on biological resources if it would:

- ▶ have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by DFG or USFWS;
- ▶ have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations, or by DFG or USFWS;
- ▶ have a substantial adverse effect on federally protected wetlands (e.g., marsh, vernal pool, coastal) as defined by Section 404 of the Clean Water Act through direct removal, filling, hydrological interruption, or other means;
- ▶ interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites;
- ▶ conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance; and
- ▶ conflict with the provisions of an adopted habitat conservation plan, natural community conservation plan, or other approved local, regional, or state habitat conservation plan.

### Impact Analysis

#### ***Special-Status Plant Species***

**Impact BIO-1: Temporary Loss of Habitat for Special-Status Plant Species.** Two special-status plant species, rose-mallow and Sanford’s arrowhead, have potential to occur on the project site. The banks of the pond provide marginal habitat for these species. Planned re-contouring of the pond could have a temporary adverse effect on suitable habitat for rose-mallow and Sanford’s arrowhead and on the plants themselves, if present. The goal for restoring the pond is to create natural habitat, so the overall effect of the project on special-status plants would be positive. Natural Resources Goal NR-2 aims to “protect, maintain and restore the natural diversity of habitat and associated sensitive resources for their perpetuation and enhancement in accordance with State and federal law”. In addition, guideline NR-9 provides requirements for surveys for special-status plants prior to construction projects that may affect their habitat. If special-status species are found during such pre-construction surveys, State Parks will implement measures to protect them from harm during construction. Implementation of the



Natural Resources Goal NR-2 and Guidelines NR-6 and NR-9 of the General Plan will maintain potential impacts to special-status plants resulting from impacts of the General Plan at **less than significant**.

### ***Sensitive Natural Communities***

**Impact BIO-2: Temporary Loss of Great Valley Cottonwood Riparian Forest.** The Fremont Cottonwood Alliance on the project site is equivalent to the Great Valley Cottonwood Riparian Forest, which is a sensitive natural plant community as defined by DFG. This community exists as a narrow band along the Sacramento River and as a more expansive patch on the adjacent CIRI property south of the pond. Planned re-contouring around the pond could have a temporary adverse effect on the adjacent Great Valley Cottonwood Riparian Forest if any native vegetation is removed or if roots of mature native trees are damaged. A boat dock will be installed on the Sacramento River at the northern end of the Great Valley Cottonwood Riparian Forest. This could have an adverse effect on the forest if native vegetation is removed. Native vegetation will be planted around the pond following re-contouring; therefore, the overall effect of the project on the forest in that location is expected to be positive. Natural Resources Goal NR-2 aims to “protect, maintain and restore the natural diversity of habitat and associated sensitive resources for their perpetuation and enhancement in accordance with State and federal law”. In addition, Guideline NR-7 directs State Parks to monitor, protect, and restore sensitive natural communities present onsite. Implementation of the General Plan would result in a net-increase in natural habitat, including Great Valley Cottonwood Riparian Forest onsite, maintaining impacts on this community resulting from General Plan implementation at **less than significant**.

### ***Special-Status Wildlife Species***

**Impact BIO-3: Disturbance of Elderberry Shrubs, the Host Plant of Valley Elderberry Longhorn Beetle.** Elderberry shrubs are the host plant of the valley elderberry longhorn beetle (VELB), which is federally listed as threatened. Elderberry shrubs have been mapped on the project site (Exhibit 2-2 and 2-4). Several of the shrubs contain beetle exit holes, and the California Natural Diversity Database includes a record of VELB at this location; therefore, VELB is assumed to be present. If shrubs were disturbed during construction or operation of the project, the impact would be significant.

Natural Resources Goal NR-2 aims to “protect, maintain and restore the natural diversity of habitat and associated sensitive resources for their perpetuation and enhancement in accordance with State and federal law.” In addition, Guideline NR-6 calls for coordination with the appropriate resource agency prior to implementation of projects that could affect special-status species known to occur onsite. The USFWS is the agency responsible with protection of VELB. USFWS (1999) defines complete avoidance (i.e., no adverse effects) as a 100-foot (or wider) buffer around elderberry shrubs that have stems measuring 1.0 inch or greater in diameter at ground level. These areas shall be protected from disturbance during construction and operation of the project. If complete avoidance of 100-foot buffers around existing shrubs that provide suitable habitat for VELB is not possible, State Parks will coordinate with USFWS

regarding the potential need for mitigation in accordance with Guideline NR-6 and implement measures to protect VELB as deemed necessary during this coordination.

It should be noted that the elderberry shrubs on-site have been mitigated for at an off-site mitigation bank by a prior project applicant who had planned to develop the East Riverfront property. USFWS may acknowledge this prior mitigation and not require additional mitigation for implementation of the General Plan. Impacts on VELB resulting from implementation of the General Plan would remain **less than significant**.

**Impact BIO-4: Loss of Swainson's Hawk Nesting and Foraging Habitat.** Swainson's hawk is a raptor that is state listed as threatened. An active Swainson's hawk nest was documented on the CIRI property by State Parks resource ecologists during spring surveys in 2010 (California State Parks 2010). The northern portion of the East Riverfront property provides a limited amount of suitable foraging habitat. Construction activities associated with General Plan implementation could disturb nesting Swainson's hawks, and implementation of the project could result in a minor loss of foraging habitat. This would be a **significant** impact.

**Mitigation Measure BIO-1:** A management goal of DFG regarding Swainson's hawks is to maintain suitable nesting and foraging habitat (DFG 1994). Impacts on Swainson's hawk habitat must be avoided or mitigated to a less-than-significant level. The following conditions will be met:

- ▶ Prior to ground disturbing activities on the CIHC site, protocol-level preconstruction surveys will be required to locate all Swainson's hawk nests within 0.5 miles of the project activities.
- ▶ No disturbances associated with construction or other project-related activities that may cause nest abandonment or forced fledging shall occur within 0.25 miles of an active nest between March 1 and September 15. Depending on consultation with DFG and the level of disturbance generated by project activities, the buffer could be reduced to 500 feet. Pre-construction surveys to determine nesting initiation and monitoring of nests to determine fledging dates could possibly be used to shorten the avoidance period.
- ▶ If construction or other project-related activities that may cause nest abandonment significant disruption are necessary within 0.25 miles of an active nest, State Parks arrange for a qualified biologist to monitor the nest site. If the hawks show signs of disturbance, construction activities shall cease.
- ▶ Active nest trees shall not be removed.

If avoidance measures described above are determined not to be feasible, State Parks may choose to obtain a take permit pursuant to section 2081 of the California Fish and Game Code. The CIHC is located in Yolo County. During coordination with DFG and the Yolo Natural Heritage Program (YNHP) during the preparation of the General Plan both indicated the availability of Swainson's hawk mitigation credits through the YNHP through program administered by the

Joint Powers Authority (JPA) of Yolo County comprising the County and its major cities. If State Parks chooses this route to mitigation, all conditions of the take permit and associated mitigation will be implemented. Implementation of Mitigation Measure BIO-1 would reduce impacts on Swainson's hawks to **less than significant**.

**Impact BIO-5: Disturbance of Nesting Raptors.** Other raptors have been observed on or near the project site, and the large trees on the project site provide potential nesting sites. Raptors and their nests are protected by the Fish and Game Code (Section 3503.5). Disturbance of nesting raptors by construction or other project-related activity associated with General Plan implementations would be a **significant** impact.

**Mitigation Measure BIO-2:** Protocol-level preconstruction surveys will be required to determine the locations of raptor nests within 250 feet of the proposed construction activities. If nesting raptors are documented on the project site or within the 250-foot buffer, no disturbances associated with construction or other project-related activities that may cause nest abandonment or substantial disruption shall occur within a 250-foot buffer. The general avoidance period recommended by DFG for nesting raptors is February 1 through August 31. Pre-construction surveys to determine nesting initiation and monitoring of nests to determine fledging dates could possibly be used to shorten the avoidance period. State Parks may also coordinate with DFG on potential variances of buffers or shortening of the avoidance period, if necessary.

Implementing Mitigation Measure BIO-2 would reduce the impact on nesting raptors to **less than significant**.

**Impact BIO-6: Injury or Mortality of Northwestern Pond Turtles.** Northwestern pond turtles have been observed in the Sacramento River adjacent to the project site and in the pond on the East Riverfront property. Planned re-contouring of the pond and construction of the marina could have a temporary negative effect on northwestern pond turtles. Restoration of the pond would include adding basking sites and creating more natural aquatic habitat thus resulting in an overall net increase in available habitat. Best management practices (BMPs) would be in place during construction activities to prevent degradation of water quality from sedimentation. Construction activities associated with implementation of the General Plan could result in injury or mortality to Northwestern pond turtles. However, natural resource management guideline NR-10 directs State Parks to protect Northwestern pond turtles during construction. The guideline states that prior to ground-disturbing activities that affect suitable aquatic and upland habitat for Northwestern pond turtles, a qualified biologist shall conduct a preconstruction survey for Northwestern pond turtles. If turtles are found in areas to be affected by construction activities, the biologist shall move the turtle to a safe location or instruct workers to temporarily halt construction in the area to allow the turtle to move out of harm's way on its own. Thus, implementation of guideline NR-10 will maintain potential impacts to Northwestern pond turtle resulting from General Plan implementation at **less than significant**.

**Impact BIO-7: Effects on Native Fish.** The Sacramento River provides habitat to a diverse assemblage of native fish, many of which are designated as threatened, endangered, or species of special concern. Table 2-2 in Section 2.3.2 lists the sensitive fish species that could be present in the river adjacent to the proposed CIHC site. BMPs will be in place during any construction activities associated with implementation of the General Plan to prevent degradation of water quality from sedimentation. Further, development of the site consistent with the General Plan would not result in changes to Sacramento River fisheries resources when compared to the existing condition.

The pond on the East Riverfront property occasionally becomes hydrologically connected to the Sacramento River via surface flow during moderate to high flow events. This could cause native fish (including special-status fish such as juvenile anadromous salmonids) to become entrapped in the pond as overbanking waters recede. Trapped fish likely would not survive in the pond in the long term due to predation by fish and birds and seasonal increases in water temperature. A review of elevation and topographic data for the pond and Sacramento River water stage elevation data in the vicinity of the CIHC site (I Street Bridge gage),<sup>1</sup> indicates that the site became inundated a total of 15 times over an approximate 26-year period of record (from January 1984 to present). Inundation events typically occurred in winter and early spring and ranged in duration from several hours to approximately two weeks with the last occurrence in 2006. Potential fish entrapment in the existing pond is an ongoing issue and thus considered part of the baseline conditions for the site. Implementation of the CIHC General Plan would not result in a change in the frequency, duration, or magnitude of surface water hydrological connections between the pond and the river and thus would not result in an increase of fish entrapment when compared with existing conditions. Thus, implementation of the General Plan is not expected to result in significant impacts to native fish species, including special-status anadromous salmonids. This impact is considered **less than significant**.

#### ***Wetlands and Other Waters of the United States***

**Impact BIO-8: Impacts of Wetlands and Other Waters of the United States.** The CIHC project site contains potentially jurisdictional wetlands and other waters of the United States subject to USACE jurisdiction under Section 404 of the federal Clean Water Act (CWA). Wetlands and other Waters of the United States (WUS) on the East Riverfront property include the pond, a riparian scrub wetland located at the northern end of the pond and portions of the cottonwood riparian forest. The CIRI property contains an additional potentially jurisdictional wetland including those portions of the property located below the 19 foot contour line which is typically considered the Ordinary High Water Mark (OHWM) of the Sacramento River (Fugler, pers. com) and an ephemeral drainage that connects to the Sacramento River. Implementation of the General Plan is likely to affect potentially jurisdictional wetlands and other WUS because it involves re-contouring of the pond and construction north of the pond in the area occupied by riparian scrub wetland. While impacts on the pond would be temporary and result in

---

<sup>1</sup> Gage data for Sacramento River at I Street available at: [http://cdec.water.ca.gov/cgi-progs/staMeta?station\\_id=IST](http://cdec.water.ca.gov/cgi-progs/staMeta?station_id=IST).

creation of additional wetland habitat and thus in a net increase in potentially jurisdictional wetland acreage, fill of the riparian scrub wetland would represent a loss in jurisdictional habitat. The Sacramento River, up to the OHWM, is considered a navigable waterway subject to USACE jurisdiction. Construction of the boat dock would affect the Sacramento River. Any aspect of General Plan implementation affecting jurisdictional wetlands would require a permit from the USACE under Section 404 of the CWA. Proposed actions to construct or modify structures in or affecting navigable waters of the United States such as the Sacramento River also require authorization under Section 10 of the federal Rivers and Harbors Act. Natural Resource Management Goal NR-1 directs State Parks to manage the riverfront and floodplain at the site according to local and regional requirements for resource protection, permit requirements, and flood safety. Natural Resource Management Guideline NR-2 directs State Parks to obtain a CWA Section 404 permit prior to ground disturbing activities resulting in impacts to wetlands and other WUS subject of USACE jurisdiction, and to abide by all permit conditions. Natural Resources Management Guideline NR-3 further directs State Parks to obtain Section 401 Clean Water certification from the Central Valley Regional Water Quality Control Board as a condition of the Section 404 permit. Implementation of Guidelines NR-2 and NR-3 is expected to maintain impacts to wetlands and other WUS resulting from implementation of the General Plan at **less than significant**.

**Impact BIO-9: Streambed Alteration.** Construction of the boat dock, re-contouring of the pond and construction within the riparian habitat on-site would constitute an alteration of the “bed and bank” of a stream, pond, or river and would trigger the need for a Streambed Alteration Agreement (SAA) pursuant to Section 1602 of the California Fish and Game Code. Impacts to the bed and banks of streams and lakes and associated riparian habitat would be considered significant. However, Natural Resources Guideline NR-4 of the CIHC General Plan directs State Parks to coordinate with DFG regarding the need for a SAA and to obtain an SAA and abide by any required mitigation requirements. Thus, implementation of the General Plan will maintain impacts related to streambed alteration at **less than significant**.

#### 5.6.4 CULTURAL RESOURCES (CUL)

##### Introduction

This section analyzes impacts related to cultural resources that would result from implementing the General Plan.

##### Environmental Setting

Refer to Section 2.3.3, “Cultural and Historic Resources”, in Chapter 2 of this General Plan for a description of existing conditions related to cultural resources.

##### Regulatory Setting

Cultural resources are defined as buildings, sites, structures, or objects, each of which may have historical, architectural, archaeological, cultural, and/or scientific importance. The following

discussion summarizes the pertinent cultural resource regulatory framework that the Project is subject to.

### **Federal Laws**

#### **National Historic Preservation Act**

The CIHC General Plan would be subject to compliance with Section 106 of the National Historic Preservation Act (NHPA) because it requires a Section 404 permit from the USACE, pursuant to the CWA. Section 106 of the NHPA, as amended, and its implementing regulations found in 36 Code of Federal Regulations (CFR) Part 800, require federal agencies to identify Historic Properties that may be affected by actions involving federal land, funds, approval or permitting. If a resource is determined to be a Historic Property, Section 106 of the NHPA requires that effects of a proposed undertaking on the resource be determined. If a Historic Property would be adversely affected by an undertaking, then prudent and feasible measures to avoid or reduce adverse impacts must be taken. The State Historic Preservation Officer (SHPO) must be provided an opportunity to review and comment on these measures prior to project implementation.

#### **National Register of Historic Places**

The National Register of Historic Places (NRHP) was authorized by the NHPA and serves as the nation's official list of cultural resources worthy of preservation. Moreover, the NRHP forms a core element of a coordinated national effort to identify, evaluate, and protect resources that meet the criteria of Historic Properties, as defined below.

The criteria for listing on the NRHP, defined in 36 CFR 60.4, are as follows:

The quality of significance in American history, architecture, archaeology, and culture is present in districts, sites, buildings, structures, and objects of state and local importance that possess integrity of location, design, setting, materials, workmanship, feeling, association, and:

- A. That are associated with events that have made a significant contribution to the broad patterns of our history;
- B. That are associated with the lives of persons significant in our past;
- C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. That have yielded, or may be likely to yield, information important to prehistory or history.

In addition to meeting at least one of the criteria listed above, a resource must also retain enough integrity to enable it to convey its historic significance. The National Register recognizes seven aspects or qualities that, in various combinations, define integrity. These seven elements of integrity are: location, design, setting, materials, workmanship, feeling, and association. To retain integrity, a property will always possess several, and usually most, of these aspects.

While most historic buildings and many historic archaeological properties are significant because of their association with important events, people, or styles (criteria A, B, and C), the significance of most prehistoric and some historic-period archaeological properties are usually assessed under criterion D (above). This criterion stresses the importance of the information contained in an archaeological site, rather than its intrinsic value as a surviving example of a type or its historical association with an important person or event.

### **State Regulations**

#### **California Environmental Quality Act and Public Resource Code**

CEQA requires that, for projects financed by, or requiring the discretionary approval of public agencies in California, the effects that a project has on historical and unique archaeological resources must be considered (Public Resources Code [PRC] Section 21083.2). Historical resources are defined as buildings, sites, structures, or objects, each of which may have historical, architectural, archaeological, cultural, or scientific importance (PRC Section 50201).

The CEQA Guidelines (Section 15064.5) define three cases in which a property may qualify as a historical resource for the purpose of CEQA review (A through C):

- A. The resource is listed in or determined eligible for listing in the California Register of Historical Resources (CRHR). The CRHR is a statewide list of Historical Resources with qualities assessed significant in the context of the state's heritage. The CRHR functions as an authoritative guide that is intended to be used by state and local agencies to indicate types of cultural resources that require protection, to a prudent and feasible extent, from project-related substantial adverse changes. Properties that are listed in the NRHP, or are eligible for listing, are considered eligible for listing in the CRHR, and thus are significant historical resources for the purpose of CEQA (PRC Section 5024.1(d)(1)).

Section 5024.1 defines eligibility requirements and states that a resource may be eligible for inclusion in the CRHR if it:

1. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
2. Is associated with the lives of persons important in our past;

3. Embodies the distinctive characteristics of a type, period, region, or method of construction, represents the work of an important creative individual, or possesses high artistic values; or
4. Has yielded, or may be likely to yield, information important in prehistory or history.

As with the NRHP, properties must retain integrity to be eligible for listing on the CRHR.

- B. The resource is included in a local register of historic resources, as defined in section 5020.1(k) of the PRC, or is identified as significant in a historical resources survey that meets the requirements of section 5024.1(g) of the PRC (unless the preponderance of evidence demonstrates that the resource is not historically or culturally significant).
- C. The lead agency determines that the resource may be a historical resource as defined in PRC section 5020.1(j), 5024.1, or significant as supported by substantial evidence in light of the whole record.

PRC Section 21083.2 governs the treatment of unique archaeological resources, which must be afforded consideration in the assessment of impacts under CEQA. A unique archaeological resource is defined as “an archaeological artifact, object, or site about which it can be clearly demonstrated” as meeting any of the following criteria:

1. Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information;
2. Has a special and particular quality such as being the oldest of its type or the best example of its type; or
3. Is directly associated with a scientifically recognized important prehistoric or historic event or person.

As defined by the California State Health and Safety Code, Section 7050.5, and PRC Section 5097.98, the inadvertent discovery of human remains requires cessation of project work relative to the find until an assessment of the remains, including determination of origin and deposition, is completed by the County Coroner, in consultation with the Native American Heritage Commission (NAHC) and/or appropriate Tribal representative(s). In the event of inadvertent discoveries, an on-going program of Native American consultation provides an opportunity for such groups to participate in the identification, evaluation, and mitigation of impacts to human remains and funerary objects.

When a project will affect state-owned historical resources, as described in PRC Section 5024, and the lead agency is a state agency, the lead agency will consult with the California State Historic Preservation Officer prior to approval of a proposed project (14 California Code of Regulations [CCR] Section 15064.5(b) (5)).



### **Executive Order W-26-92**

As of June 30, 2007, State Parks controls and administers 258 classified units and 20 major unclassified properties for a total of 278 areas, which collectively contain thousands of historic resources. Executive Order W-26-92 requires all state agencies, including State Parks, in furtherance of the purposes and policies of the state's environmental protection laws and historic resource preservation laws, to the extent prudent and feasible within existing budget and personnel resources, to preserve and maintain the significant heritage (cultural and historical) resources of the state. Each state agency, including State Parks, is directed to:

- ▶ Administer the cultural and historic properties under its control in a spirit of stewardship and trusteeship for future generations;
- ▶ Initiate measures necessary to direct its policies, plans, and programs in such a way that state-owned sites, structures, and objects of historical, architectural, or archeological significance are preserved, restored, and maintained for the inspiration and benefit of the people;
- ▶ Ensure the protection of significant heritage resources are given full consideration in all of its land use and capital outlay decisions; and
- ▶ Institute procedures to ensure that state plans and programs that contribute to the preservation and enhancement of significant non-state owned heritage resources in consultation with OHP (Executive Order W-26-92 Section 1).

### **Significance Criteria**

Implementing the General Plan would have a significant impact on cultural resources if it would:

- ▶ cause a substantial adverse change in the significance of historical resources as defined in State CEQA Guidelines Section 15064.5,
- ▶ cause a substantial adverse change in the significance of an archaeological resource pursuant to State CEQA Guidelines Section 15064.5, and
- ▶ disturb any human remains, including those interred outside of formal cemeteries.

### **Historical Resources**

Section 15064.5 of the State CEQA Guidelines states that a project would result in a significant impact if it would cause a substantial adverse change in the significance of a historical resource based on the following criteria:

- (b) A project with an effect that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.

- (1) Substantial adverse change in the significance of an historical resource means physical demolition, destruction, relocation, or alteration in the resource or its immediate surroundings such that the significance of a historic resource would be materially impaired.
- (2) The significance of a historical resource is materially impaired when a project:
  - (A) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the California Register of Historical Resources; or
  - (B) Demolishes or materially alters in an adverse manner those physical characteristics [of a historical resource] that account for its inclusion in a local register of historical resources (pursuant to section 5021.1(k) of the Public Resources Code), or its identification in a historical resources survey meeting the criteria in section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
  - (C) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.
- (3) Generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource.

### **Archaeological Resources**

CEQA protects archeological resources in the following manner:

- ▶ When a project will impact an archaeological site, a lead agency shall first determine whether the site is a historical resource (Section 15064.5[a] of the State CEQA Guidelines).
- ▶ If a lead agency determines that the archaeological site is a historical resource, the lead agency shall refer to the provisions of Section 21084.1 of the PRC and Section 15126.4 of the State CEQA Guidelines, and the limits contained in Section 21083.2 of the PRC do not apply.

- ▶ If an archaeological site does not meet the criteria defined in Subsection (a), but does meet the definition of a unique archeological resource in Section 21083.2 of the PRC, the site shall be treated in accordance with the provisions of Section 21083.2.

### Impact Analysis

#### **Impact CUL-1: Adverse Effect on Significant Prehistoric and Historic-Era Resources.**

Reconnaissance or cursory level cultural resource surveys have been conducted within portions the CIHC project site. Though these surveys did not identify previously recorded or evaluated cultural resources, the surveys identified historic era artifacts and features that have not been evaluated for inclusion in the California Register of Historic Resources or the National Register of Historic Places. Based on the Cultural Resource Guidelines provided in Chapter 4, a phased identification process will be implemented once a project level area of potential effects is established. Specifically, Goal CR-1 and associated Guidelines CR-1–CR-7 call for coordination with the Native American community, subsurface archaeological testing at the CIHC site prior to ground-disturbing activities, monitoring, and development of a an inadvertent discovery plan. These goals also include provisions to evaluate documented recent historic-era debris on the CIHC site for eligibility to the National Register of Historic Places/California Register of Historical Resources and the development of treatment measures for those that are recommended eligible. The guidelines also follow HSC and PRC guidance in the event of the discovery of human remains.

Mitigation measures for the CIHC Program’s potentially significant impacts on cultural resources will be implemented as required according to procedures identified in Section 106 of the NHPA (36 CFR 800.6, and PRC 5024.5(b) and its implementing regulations. CEQA requires lead agencies to adopt feasible mitigation measures for significant impacts on historic resources and unique archeological resources. Mitigation measures will be developed through a consultation process involving the federal agencies, SHPO, state agencies, and interested members of the public. Mitigation measures also will be required for potentially significant impacts on cultural resources caused by implementation of the Preferred Program Alternative. CEQA Guidelines (15126.4) provide guidance regarding the preference for strategies to mitigate impacts on historic resources. The guidelines indicate that preservation in place is the preferred approach and enumerate other mitigation options. Limits on potential costs of mitigating unique archeological resources are presented in PRC 21083.2.

Cultural resources are fragile, finite, and nonrenewable. Any type of physical damage results in a permanent loss of information. The importance of any given resource is closely related to its structural or depositional integrity. Once a site is disturbed, it may be stabilized and protected from further deterioration, but it cannot be restored to its original condition. Even the application of data recovery techniques involves some loss because data recovery is necessarily selective. Although the construction or development phase of a proposed project may be of relatively short duration, adverse effects on NRHP-eligible or important cultural resources could be long term and permanent. The application of data recovery techniques can recover physical objects and mitigate the loss of data, but the site is nonetheless lost to posterity and future in-

situ research. Cultural resources that are affected during the implementation of any alternative would be lost for posterity. Data recovery techniques ameliorate this loss somewhat. Cultural resources cannot be replaced or reproduced once they are lost, regardless of mitigation activities.

Implementing goal CR-1 and associated Guidelines CR-1–CR-7 would protect cultural resources, including as yet discovered resources at the CIHC site, and reduce any potential impacts caused by implementation of the CIHC General Plan to **less than significant**.

## 5.6.5 GEOLOGY AND SOILS (GEO)

### Introduction

This section analyzes impacts related to geology, soils, and seismicity resources that would result from implementing the General Plan.

### Environmental Setting

Refer to Section 2.3.1, “Physical Resources”, in Chapter 2 of this General Plan for a description of existing conditions related to geology and soils.

### Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to geology and soils apply to the proposed General Plan.

### Significance Criteria

Implementing the General Plan would have a significant impact related to geology, soils, and seismicity if it would:

- ▶ expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:
  - rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault;
  - strong seismic ground shaking;
  - seismic-related ground failure, including liquefaction; and
  - landslides.
- ▶ result in substantial soil erosion or the loss of topsoil;

- ▶ be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse;
- ▶ be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial risks to life or property;
- ▶ have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater.

The project site would be served by West Sacramento's sanitary sewer system. Therefore, no impacts related to use of septic tanks or alternative wastewater disposal systems where sewers are not available would occur as a result of implementing the General Plan. No further discussion of this topic is required.

### Impact Analysis

**Impact GEO-1: Risk of Exposure to Geologic and Seismic Hazards.** Because no active faults are mapped in the immediate project area by the California Geological Survey or the U.S. Geological Survey, and the area is not located within an Alquist-Priolo Earthquake Fault Zone, fault ground rupture is unlikely in the CIHC project area.

The Sacramento area is an area of relatively low seismicity, but as described in Chapter 2, seismic events occurring on earthquake faults in the Coast Range, Sierra Nevada Foothills, and San Francisco Bay Area have resulted in minor structural damage in the Sacramento area. Any buildings constructed as part of the CIHC would be required to comply with the Uniform Building Code, including compliance with those code sections that address seismic safety of structures. Therefore, impacts associated with exposure of people to adverse effects as a result of seismic shaking would be **less than significant**.

**Impact GEO-2: Adverse Effects Caused by Seismic-Related Ground Failure, Including Liquefaction, Landslides, and Expansive Soils.** Liquefaction is a process by which water-saturated materials (including soil, sediment, and certain types of volcanic deposits) lose strength and may fail during strong ground shaking, when granular materials are transformed from a solid state into a liquefied state as a result of increased pore-water pressure. Structures on ground that undergoes liquefaction may settle or suffer major structural damage. Liquefaction is most likely to occur in low-lying areas where the substrate consists of poorly consolidated to unconsolidated water-saturated sediments or similar deposits of artificial fill. Liquefaction during an earthquake requires strong shaking to continue for a long period and loose, clean granular materials (particularly sands) that may settle and compact because of the shaking. Evidence of liquefaction may be observed in "sand boils," which are expulsions of sand and water from below the surface caused by increased pore-water pressure below the surface. Areas paralleling the Sacramento River that contain clean sand layers with low relative densities

coinciding with a relatively high water table have generally high potential for liquefaction (USACE and Sacramento Area Flood Control Agency [SAFCA] 2010:3-25, 3-26).

An analysis performed in support of the draft environmental impact statement/environmental impact report for the West Sacramento Levee Improvements Program (WSLIP) evaluated whether any levee or underlying foundation materials potentially would liquefy during an earthquake event. This study concluded that the levee reach in which the project site is located may exhibit liquefaction during a seismic event (USACE and WSAFCA 2010: 3.4-13) and a previous geotechnical report for the East Riverfront property concluded that soil conditions present at the site indicate liquefaction is likely, depending on the degree of levee saturation during an earthquake (Kleinfelder 2003:10).

Even though ground shaking or liquefaction could potentially damage structures and endanger people on the site during a seismic event, the expected magnitude of groundshaking from large regional earthquakes is relatively low in the project area (USACE and WSAFCA 2010: 3.4-17). Additional site-specific geotechnical studies would be needed to determine the site's susceptibility to liquefaction and to determine whether specific structural designs are required to minimize this risk. Therefore, the potential for damage to structures and endangerment of people on the site from ground shaking or liquefaction would be a **significant** impact.

**Mitigation Measure GEO-1:** State Parks will perform geotechnical analysis of potential for liquefaction expansive soils and lateral spreading for future structures on the CIHC project site and will comply with recommendations regarding ground modification needed to ensure structural safety. Requirements contained in Title 24 of the California Code of Regulations, California Administrative Code (CAC) must be met; otherwise the structure cannot be placed on the site.

Implementing Mitigation Measure GEO-1 would reduce the potential for risk of loss, injury, or death associated with seismically related ground failure as a result of implementing the project. With the implementation of the mitigation measure, this impact would be **less than significant**.

**Impact GEO-3: Soil Erosion or the Loss of Topsoil.** Implementing the proposed project would result in disturbing ground on the site, including grading to re-contour the pond area for creation of the amphimeadow and construction of building pads. Temporary increases in erosion may result from the geotechnical investigations and construction activities. Increased permeable surfaces (walkways, parking lots, roofs) may result in increased runoff related to erosion. Potential erosion impacts will be reviewed at the final grading plan and project design level and measures to be implemented during construction will, at a minimum, implement standard BMPs, preparation and implementation of a storm water pollution prevention plan (SWPPP), and compliance with National Pollutant Discharge Elimination System Permit (NPDES) conditions. The final design and construction specifications for all project components will include implementing standard erosion, siltation, and soil stabilization BMPs. Prior to construction, State Parks (or their designated contractors) will file a Notice of Intent (NOI) with the Central Valley Regional Water Quality Control Board. Implementing standard erosion,

siltation, and BMP measures; preparing and implementing a SWPPP; and complying with the conditions of the NPDES general stormwater permit for construction activity will maintain the potential for erosion associated with implementing the General Plan to a **less-than-significant** level.

## 5.6.6 HAZARDS AND HAZARDOUS MATERIALS (HAZ)

### Introduction

This section analyzes impacts related to hazards and hazardous materials that would result from implementing the General Plan.

### Environmental Setting

#### *Hazardous Materials*

In May 1997 a Phase I Environmental Site Assessment (ESA) was completed for the East Riverfront property (Wallace Kuhl 1997). The Phase I ESA evaluated the property for evidence of soil and groundwater contamination potentially resulting from current and/or former site activities. A concurrent soils sampling and testing program was performed to evaluate surface soils for evidence of contamination. A toxicological review evaluated whether certain soils required remediation.

The Phase I ESA revealed no evidence of recognized environmental conditions<sup>2</sup> on the property. Certain area soils contain concentrations of some heavy metals that are slightly elevated relative to naturally occurring concentrations, or are slightly greater in concentration than generic health-based criteria from the EPA. However, the soil testing program and toxicological review concluded that the sampled soils should not pose a human health risk, either by leaving the land undisturbed or by subjecting the property to possible unrestricted redevelopment in the future (Wallace Kuhl 1997:33).

Two sites along the Sacramento River, on the north levee north of the CIHC project site, have known occurrences of hazardous materials. One of the sites is the petroleum groundwater plume located at the California Department of Water Resources (DWR) Maintenance Yard (approximately 1 mile west of the CIHC site), the other site is the Rivers site (approximately 0.5 mile west of the CIHC site) (USACE and WSAFCA 2010:3.17-6).

West Sacramento has a substantial number of industries and activities that transport, store, or use toxic or hazardous chemicals, which pose significant safety hazards. Presently, the COWS Fire Department has a small Hazardous Materials Division that provides permitting and fee

---

<sup>2</sup> **Recognized Environmental Condition:** The presence or likely presence of any hazardous substances or petroleum products on a property under conditions that indicate an existing release, a past release, or a material threat of a release of any hazardous substances or petroleum products into structures, on the property or into the ground, groundwater, or surface water of the property.

collection services for hazardous materials users within the city. The division may provide first response in the event of a hazardous materials incident, such as a spill. However, the COWS Fire Department currently maintains a mutual aid contract with the City of Sacramento Fire Department to provide full response services for spill containment and hazardous materials incidents (COWS 2009:9-32).

### **Wildland Fire**

Areas within the city of West Sacramento that are adjacent to dense vegetation along the Sacramento River are considered part of the urban wildland interface where wildland fires are a hazard to life and property (COWS 2009:9-28). The project site is susceptible to wildland fire because of the dense vegetation that grows along the riverbank.

### **Regulatory Setting**

#### **Uniform Fire Code**

The Uniform Fire Code contains federal regulations relating to construction and maintenance of buildings and the use of premises. It addresses fire department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, hazardous materials storage and use, provisions intended to protect and assist fire responders, industrial processes, and many other general and specialized fire-safety requirements for new and existing structures and premises.

#### **California Fire Code (Title 24, Part 9, California Code of Regulations)**

The California Fire Code is also referred to as the California Building Standards Code. The California Fire Code incorporates the Uniform Fire Code with necessary California amendments. It prescribes regulations consistent with nationally recognized good practices for the safeguarding, to a reasonable degree, of life and property from the hazards of fire and explosion. It also addresses dangerous conditions arising from the storage, handling, and use of hazardous materials; devised conditions hazardous to life or property in the use or occupancy of buildings or premises; and provisions to assist emergency response personnel.

#### **City of West Sacramento Municipal Code**

COWS has fully adopted the California Fire Code standards for fire protection services. Section 15.14.040 of the West Sacramento Municipal Code includes amendments to the California Fire Code to provide specific fire protection services to the city.

### **Significance Criteria**

Implementing the General Plan would have a significant impact related to hazards and hazardous materials if it would:

- ▶ create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials;



- ▶ create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment;
- ▶ emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school;
- ▶ be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, create a significant hazard to the public or the environment;
- ▶ for a project located within an airport land use plan or, where such a plan has not been adopted, within 2 miles of a public airport or public use airport, result in a safety hazard for people residing or working in the project area;
- ▶ for a project within the vicinity of a private airstrip, result in a safety hazard for people residing or working in the project area;
- ▶ impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan; and
- ▶ expose people or structures to a significant risk of loss, injury, or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands.

The project site is not located within an airport land use plan or within 2 miles of a public airport or public use airport; nor is the project located within the vicinity of a private airstrip. The California Highway Patrol Academy is located 2.5 miles west and operates a helipad and small airstrip. The project site is not on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 (Cortese List) (DTSC 2007). Therefore, these topics are not addressed further in this EIR.

### Impact Analysis

**Impact HAZ-1: Risk of Public Exposure to Hazardous Materials during Transport, Use, Disposal, or Accidental Release during Project Construction and Operation.** Construction activities on the site would involve the storage, use, and transport of hazardous materials (e.g., asphalt, fuels, lubricants, solvents). Operation of the CIHC would involve minor amounts of hazardous materials (e.g., fuels, cleaning solvents, pesticides) used during site operation and maintenance.

Transportation of hazardous materials on area roadways is regulated by the California Highway Patrol (CHP) and the California Department of Transportation (Caltrans), and use of these materials is regulated by the California Department of Toxic Substances Control (DTSC), as outlined in Title 22 of the California Code of Regulations. State Parks and their contractor would

be required to use, store, and transport hazardous materials in compliance with federal state, and local regulations during project construction and operation. Because the project would implement and comply with existing hazardous materials regulations, it is unlikely that impacts related to creation of significant hazards to the public through routine transport, use, disposal, or accidental release of hazardous materials would be caused by development of the project. Therefore, this impact would be **less than significant**.

**Impact HAZ-2: Risk of Schools to Be Exposed to Hazardous Materials during Project Construction and Operation.** The nearest school to the project site is the Elkhorn Village Elementary School. The school is located approximately 0.27 mile west of the project site, which is just barely more than a quarter mile away.

Construction activities on the site would involve the storage, use, and transport of hazardous materials (e.g., asphalt, fuels, lubricants, solvents). Operation of the project would involve minor amounts of hazardous materials (e.g., fuels, cleaning solvents, pesticides).

As stated in the previous impact analysis, transportation of hazardous materials on area roadways is regulated by the CHP and Caltrans, and use of these materials is regulated by the DTSC, as outlined in Title 22 of the California Code of Regulations. State Parks and their contractor would be required to use, store, and transport hazardous materials in compliance with federal, state, and local regulations during project construction and operation. Because the project would implement and comply with existing hazardous materials regulations, it is unlikely that impacts related to creation of significant hazards to schools through routine transport, use, disposal, or accidental release of hazardous materials would be caused by development of the project. Therefore, this impact would be **less than significant**.

**Impact HAZ-3: Interference with an Adopted Emergency Response Plan or Emergency Evacuation Plan.** COWS has an emergency response plan that includes warning the public about flooding during designated alert stages and calling for evacuations when warranted. Notification is through the Emergency Alert System, which provides information via television and radio. COWS is also a partner in a regional Reverse 911 Community Notification System that provides public address announcements from helicopters and vehicles driving in the area or door to door notification if circumstances allow. The proposed General Plan contains Goal FLOOD-1 and associated Guidelines FLOOD-1 through FLOOD-8. These goals and guidelines call for close coordination with WSAFCA, DWR, CVFPB, and other agencies as appropriate and for the development of a flood mitigation plans and early warning systems and emergency procedures. With the implementation of these goals and guidelines, impacts related to emergency response plans would be **less than significant**.

**Impact HAZ-4: Adverse Effects Related to Wildland Fires.** The project site is located in an area identified as having moderate fire hazards (COWS 2009). Vegetation on the site presents a fire hazard from wildland fire. However, the General Plan contains goals and guidelines to provide for the safety of property, visitors and staff at the CIHC. Specifically, Guideline SAFE-4 call for the development of a fire response plan in coordination with the COWS Fire Department,

structural and access requirements according to the Uniform Building Code and the Uniform Fire Code, such as requirements for emergency vehicle access, sprinklers, and fire resistant and/or fireproof materials. Implementations of the safety goals and guidelines in the General Plan will maintain impacts related to wildlife safety at the CIHC at a **less-than-significant** level.

## **5.6.7 HYDROLOGY AND WATER QUALITY (WATER)**

### **Introduction**

This section analyzes hydrology and water quality impacts that would result from implementing the General Plan.

### **Environmental Setting**

Refer to Section 2.3.1, “Physical Resources”, in Chapter 2 of this General Plan for a description of existing conditions related to hydrology and water resources.

### **Regulatory Setting**

In addition to the regulations detailed below, please refer to the following subsections in Section 2.7.3, “Regulatory Influences”, of this General Plan for more information on regulations related to hydrology and water quality:

- ▶ “Section 401 Water Quality Certification/Porter-Cologne Water Quality Control Act” and
- ▶ “Section 404 of the Clean Water Act”.

### ***Central Valley Flood Protection Board***

The CIHC site is located within the jurisdiction of the Central Valley Flood Protection Board (CVFPB), which is required to enforce standards for the construction, maintenance, and protection of flood control systems that protect public lands from floods. The jurisdiction of the CVFPB is the Central Valley, including the Sacramento River (Title 23 of the California Code of Regulations, Section 2). A CVFPB permit is required prior to starting work within the CVFPB’s jurisdiction, including the placement or construction of any building, structure, or landscaping; removal of vegetation; and any repair or maintenance that requires cutting into the levee. Detailed design drawings are required for vegetation plantings and a complete vegetative management plan is required to show that the vegetation would not interfere with flood control, levee maintenance, inspection, and procedures to fight floods. The planning team coordinated closely with the CVFPB during preparation of the General Plan and CVFPB’s guidance has been incorporated into goals and guidelines pertaining to flood safety.

### ***City of West Sacramento Flood Protection Ordinance***

The purpose and intent of Section 15.50 of the West Sacramento Municipal Code (“200-Year Flood Protection”) and Title 18 of the West Sacramento Municipal Code (“Floodplain Management”) is to promote the public health, safety, and general welfare and to minimize

public and private losses caused by flood conditions in specific areas. Section 15.50 and Title 18 include provisions designed to (Ordinance 07-11, Section 1):

- ▶ protect human life and health;
- ▶ minimize expenditure of public money for costly flood control projects;
- ▶ increase preparedness for flooding in order to minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;
- ▶ minimize prolonged business interruptions; and
- ▶ minimize damage to public facilities and utilities such as water and gas mains; electric, telephone and sewer lines; and streets and bridges located in areas of special flood hazard.

Section 15.50 of the West Sacramento Municipal Code section applies to all projects involving the construction of a new structure requiring a building permit, and require that prior to occupancy, the structure will have 200-year flood protection; and that any improvements constructed or measures implemented to ensure 200-year flood protection will not significantly increase the risk of flooding or the effect of flooding on any adjacent or nearby properties.

Title 18, "Floodplain Management", of the West Sacramento Municipal Code contains standards for construction and utilities on sites in areas with special flood hazards, as defined by the Federal Insurance Administration of the Federal Emergency Management Agency (FEMA) in the flood insurance study for COWS and accompanying Flood Insurance Rate Maps. While the site is currently owned by the COWS Redevelopment Agency, ownership of the East Riverfront property may be turned over to State Parks at the adoption of the General Plan. While state owned property is not subject to local land use regulations, State Parks aims to design and implement its projects in its units in such a manner that does not create conflicts or inconsistencies with or adverse effects on local land use planning.

### **Significance Criteria**

Implementing the General Plan would have a significant impact related to hydrology and water quality if it would:

- ▶ violate any water quality standards or waste discharge requirements;
- ▶ substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of preexisting nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted);

- ▶ substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion or siltation on- or off-site;
- ▶ substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site;
- ▶ create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff, or otherwise substantially degrade water quality;
- ▶ place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map;
- ▶ place within a 100-year flood hazard area structures which would impede or redirect flood flows;
- ▶ expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam; and
- ▶ result in inundation by seiche, tsunami, or mudflow.

The proposed project would not involve construction of housing within a flood hazard area, therefore this topic is not discussed further in this section. The COWS municipal water system (surface water) and wastewater disposal system would serve the proposed project; therefore, the project would not result in depletion of groundwater resources or in unregulated waste discharge. For this reason these issues are not addressed further.

## Impact Analysis

### ***Short-Term and Long-Term Effects on Water Resources***

**Impact WATER-1: Risk of Loss, Injury, or Death Involving Flooding.** The city of West Sacramento is at risk of flooding caused by levee failure and overtopping and from the remote possibility of dam failure. The potential for flooding in West Sacramento depends on the adequacy of the levee system and magnitude of flood hazards.

While a small portion of the CIHC project site is located on the landside of the levee, the majority of the East Riverfront property is located on the riverside of the levee on the west bank of Sacramento River, across from its confluence with the American River. A portion of the project site is in a special flood hazard area and is designated as flood zone AE. Areas designated as flood zone AE have a 1% chance of experiencing a flood each year and would be covered by floodwater during a base flood. The base flood elevation (100-year) is 31 feet NGVD 29 (National Geodetic Vertical Datum of 1929, the datum used to determine the starting point

for measuring elevations) (FEMA 1995). At high water stages the portion of the site located on the riverside of the levee could be inundated.

The proposed project would place structures that would be occupied during operational hours on the riverside of the Sacramento River levee. These structures would be constructed in accordance with the State regulations. The city's Municipal Code Section 15.50 requires that prior to occupancy, structures will have 200-year flood protection and Title 18 contains standards for construction and utilities on sites located in areas of special flood hazards. Even though the state would not be required to comply with local ordinances, the project is being designed to conform to standards similar to the city's building and flood protection standards. Compliance with these standards would place the CIHC structures outside of the special flood zone. Other portions of the site would remain within the special flood hazard area and subject to inundation to varying degrees. In the event of a high water event that covers the CIHC grounds, the riverside of the levee would require evacuation.

The city of West Sacramento has an emergency response plan that includes warning the public about flooding during designated alert stages and calling for evacuations when warranted. Notification is through the Emergency Alert System, which provides information via television and radio. The city is also a partner in a regional Reverse 911 Community Notification System that provides public address announcements from helicopters and vehicles driving in the area or door to door notification if circumstances allow.

The proposed General Plan contains Goal FLOOD-1 and associated Guidelines FLOOD-1 through FLOOD-8 call for coordination with the WSAFCA, DWR, the CVFPB and coordination with local, regional and Federal agencies charged with flood protection. These goals and guidelines require State Parks to design and construct the CIHC buildings to standards to withstand the 200-year flood event in compliance with State regulations, obtain an encroachment permit from CVFPB prior to implementation of the project, and to meet all permit conditions and management recommendations, including the condition that the project will not result in the redirection of flood flows. In addition, Guidelines FLOOD-6 through 8 call for the development of emergency plans to keep staff, visitor, and Tribal Treasures (collections) safe during a potential flood event. Compliance with the goals and guidelines in the General Plan and with all permit conditions imposed by CVFPB will maintain the risk of loss, injury or death involving flooding resulting from implementation of the General Plan at a **less-than-significant** level.

**Impact WATER-2: Temporary Impacts on Water Quality from Stormwater Runoff, Erosion, or Spills.** Project implementation would include ground-disturbing activities during construction, near local drainages and waterways that could become contaminated by soil or construction substances. These waterways include the Sacramento River and the pond on-site.

Construction activities have the potential to temporarily impair water quality if disturbed and eroded soil, petroleum products, or construction-related wastes (e.g., cement and solvents) are discharged into receiving waters or onto the ground where they can be carried into receiving waters. Soil and associated contaminants that enter receiving waters through stormwater

runoff and erosion can increase turbidity, stimulate algae growth, increase sedimentation of aquatic habitat, and introduce compounds that are toxic to aquatic organisms. Accidental spills of construction-related substances such as oils and fuels can contaminate both surface water and groundwater. The extent of potential impacts on water quality would depend on the:

- ▶ tendency for erosion of soil types encountered,
- ▶ types of construction practices,
- ▶ extent of the disturbed area,
- ▶ duration of construction activities,
- ▶ timing of particular construction activities relative to rain events, and
- ▶ proximity to receiving water bodies.

The potential for release of soil or construction-related materials into the Sacramento River and the pond could adversely affect water quality in these locations. However,

- ▶ State Parks (or their designated contractors) will implement Guideline WATER-3, which requires implementation of Best Management Practices (BMPs) during project construction; preparation and implementation of a Stormwater Prevention Pollution Plan (SWPPP); filing of a Notice of Intent (NOI) with the Central Valley Regional Water Quality Control Board prior to construction activities requiring a National Pollution Discharge Elimination System (NPDES) permit and compliance with NPDES permit conditions.

Implementing Guideline WATER-3 would maintain water quality impacts from temporary construction activities associated with the project at **less than significant**.

**Impact WATER-3: Impacts on Sacramento River Water Quality Caused by Stormwater Runoff from Operation of the Project Site.** Long-term degradation of runoff water quality can be caused by changes in land use, introduction of new pollutant sources, and increase in impervious surfaces, such as parking lots or structures. Implementing the General Plan would increase impervious surfaces on the landside of the levee because parking lots and buildings associated with the Community Services zone would be built there. This landside area would be connected to the COWS stormwater drainage system and would not create runoff that would drain into the Sacramento River. On the riverside of the levee the Heritage Center zone would be the site of the main CIHC building, and the Group Activity zone would provide space for ceremonial, educational, or recreational gathering. Impervious surfaces within these zones, consisting of the CIHC building and walkways and pathways associated with the Group Activity zone, would increase the potential for pollutants to enter surface waters from runoff. The General Plan contains Goal WATER-1 and associated Guideline WATER-1 that call for onsite capture and treatment of stormwater runoff and infiltration to reduce the amount of stormwater entering the stormwater drainage system and to reduce the amount of pollution in the runoff. Guideline WATER -2 calls for the design of features that provide for natural filtration of stormwater runoff. Vegetated swales and on-site retention of stormwater runoff shall be used to prevent stormwater runoff from the site from entering the Sacramento River. If the COWS stormwater drainage system is extended to the riverside of the levee, design features

such as vegetated swales will be used to reduce the pollutant load of stormwater runoff that enters the COWS stormwater drainage system. Implementation of the General Plan goal and guidelines related to stormwater runoff will reduce impacts to **less than significant**.

## 5.6.8 LAND USE AND PLANNING (LU)

### Introduction

This section analyzes land use and planning impacts that would result from implementing the General Plan.

### Environmental Setting

Refer to Section 2.7, “Planning Influences”, of Chapter 2 of this General Plan for a description of existing plans relevant to the proposed project.

The following local land use plans are described to provide the planning context in which the project site is located. Once the project site becomes the property of State Parks, it would not be subject to local land use plans and regulations.

### Regulatory Setting

Refer to Section 2.7, “Planning Influences”, of Chapter 2 of this General Plan for a description of existing plans relevant to the proposed project.

### Significance Criteria

Implementing the General Plan would have a significant impact related to land use and planning if it would:

- ▶ physically divide an established community;
- ▶ conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; and
- ▶ conflict with any applicable habitat conservation plan or natural community conservation plan.

### Impact Analysis

**Impact LU-1: Potential for the Project to Physically Divide an Established Community.** The CIHC would be constructed along the banks of the Sacramento River. Existing neighborhoods are located south, west and northwest of the project site. A condominium complex is under construction adjacent to the site. Existing streets along the west side of the project site provide a connection between neighborhoods. Therefore, the project would not create a barrier that would block connections between these neighborhoods. In addition, a proposed pedestrian and



bicycle paths running through the project site would enhance circulation along the riverbank between neighborhoods. As a consequence, the project would have **no impact** related to the physical division of a community.

**Impact LU-2: Project Consistency with City of West Sacramento General Plan, Sacramento Riverfront Master Plan, and American River Parkway Plan.** The previously described local land use plans provide the planning context in which the project site is located. Once the project site becomes the property of State Parks, it would not be subject to local land use plans and regulations. This analysis is provided to evaluate whether the proposed project would create incompatibilities with existing and future planned land uses near the project site and whether the proposed use would be consistent with existing land use plans for the site.

The CIHC would create public open space with natural areas and bicycle and pedestrian paths/trails along the length of the Sacramento River on the site. The CIHC would also include public education activities and public gathering places on the site. These activities and uses would be consistent with the policies of the COWS General Plan that encourage public appreciation and awareness of the natural environment; promote public access to the Sacramento River within West Sacramento, provide for preservation and restoration of riparian vegetation along the riverfront, and enhance the system of pedestrian bicycle trails along the length of the Sacramento River within the city.

The project supports the intent of the Sacramento Riverfront Master Plan to establish a web of connectivity, including connections to the American River Parkway; to strengthen the green backbone of the community; and to make places of celebration on the riverbanks. The CIHC project would be supportive of American River Parkway Plan's policy regarding the Discovery Park subarea, which is to create connections between the parkway and West Sacramento. Therefore, the project would not conflict with plans or policies within these plans adopted for the purpose of avoiding or mitigating an environmental effect. This impact would be **less than significant**.

**Impact LU-3: Project's Potential to Conflict with Any Applicable Habitat Conservation Plan or Natural Community Conservation Plan.** During development of the General Plan, the CIHC planning team closely coordinated with representatives from the Yolo Natural Heritage Program, the entity currently preparing the Yolo HCP/NCCP, and explored options for mitigation for impacts to biological resources resulting from implementation of the CIHC General Plan. Guideline NR-15 specifically calls for coordination with the Yolo Natural Heritage Program to ensure consistency between on-site natural resource management, mitigation for on-site impacts to sensitive natural resources, and the goals of the Yolo HCP/NCCP. Furthermore, the Yolo HCP/NCCP is not yet adopted and the anticipated dates for adoption and implementation are not known at this time. This impact is **less than significant**.

## 5.6.9 NOISE (NOISE)

### Introduction

This section analyzes noise impacts that would result from implementing the CIHC General Plan.

### Environmental Setting

Existing ambient noise in the project area is associated with vehicular traffic along roads adjacent to the site and activities on the rivers. Intermittent noise from Interstate 5 on the east side of the Sacramento River is also audible. Ambient noise on the property also includes noise generated by general residential activity (e.g., landscaping, people talking). Occasional aircraft passing over (e.g., small private planes, traffic and police helicopters, and aircraft from Sacramento International Airport) also add to the ambient noise level. Noise generated by passenger and freight trains operating on rail lines located approximately one-half mile south of the project site is audible on the East Riverfront property.

Sensitive receptors located in and around the CIHC site include recreationists and residences along Fountain Drive, Lighthouse Drive, and the residential neighborhood directly adjacent to the site along Regatta Lane, approximately 200 feet from the CIHC site. It should be noted that a levee is located between the CIHC site and adjacent residences. The levee is approximately 12–15 feet high and would act as a noise barrier.

No airstrips exist within 2 miles of the CIHC. Sacramento International Airport is located approximately 7 miles to the northwest and Sacramento Executive Airport is located 5 miles south of the CIHC site. The California Highway Patrol Academy is located 2.5 miles west and operates a helipad and small airstrip.

While state-sponsored projects are not subject to county regulations, typically they attempt to adhere to local policies to the extent feasible. COWS has established nontransportation-related noise standards of 50 A-weighted decibels (dBA) hourly equivalent noise level ( $L_{eq}[h]$ ) and 70 dBA maximum noise level ( $L_{max}$ ) for daytime hours (7:00 a.m. to 10:00 p.m.) and 45 dBA  $L_{eq}(h)$  and 65 dBA  $L_{max}$  for nighttime hours (10:00 p.m. to 7:00 a.m.). The transportation-related noise standards are 60 dBA community noise equivalent level (CNEL) for outdoor activity areas and 45 dBA CNEL for interior spaces for sensitive land uses (West Sacramento Municipal Code, Table II-4 of Section 17.32.030, "Standards"). COWS does not currently have an exemption from noise standards for construction activities.

### Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to noise related topics apply to the proposed General Plan.

### Significance Criteria

Implementing the General Plan would result in significant impact related to noise if it would create:

- ▶ exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies,
- ▶ exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels,
- ▶ a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project, and
- ▶ a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project.

### Impact Analysis

**Impact NOISE-1: Short-Term Noise Levels Related to Project Construction.** Short-term noise from construction would result from implementation of the General Plan. Noise levels would likely vary over different parts of the site because of the different levels of activity and development phases. Specific projects that would result in constructing new facilities would undergo additional environmental review before the project is implemented. At that time, the level of noise that would be generated by the specific activity would be determined based on the construction equipment required and the sensitive receptors present. If subsequent environmental review results in a determination that anticipated noise levels may exceed state standards or adversely affect sensitive receptors, project-specific mitigation would be adopted and implemented. In addition, as stated in the setting, the levee in between the CIHC site and adjacent residences would act as a noise barrier and would attenuate audible noise generated on-site, including construction noise. The exact amount of attenuation is not quantifiable at this time; however a conservative estimate would be between 5–10 dBA.

Typically construction noise is exempt from local noise standards as long as construction activities take place during the day and have all manufacturer-recommended noise control devices installed and functioning. These regulatory exemptions reflect the local jurisdictions' acknowledgement that construction noise is a necessary part of new development and does not create an unacceptable public nuisance when conducted within the least noise sensitive hours of the day. However, COWS does not currently exempt construction activities from noise standards. Therefore, if construction activities were to occur directly adjacent to noise sensitive land uses or occur during the more noise sensitive hours (e.g., evening, nighttime, early morning), or if construction equipment is not properly equipped with noise control devices, CIHC-generated noise levels from construction sources could exceed the applicable standards and result in substantial temporary increase in the ambient noise environment at nearby noise sensitive receptors. This impact would be **significant**.

Implementing mitigation measures at the program level that would apply across all project-level aspects of the program is feasible. The following mitigation measures will ensure that construction noise generated during all phases of the CIHC program is reduced to the extent feasible at the program level.

**Mitigation Measure NOISE-1:** CIHC and its contractors shall restrict construction activities that generate noise across property boundaries to the hours of 7:00 a.m. to 6:00 p.m. on Monday through Friday and 8:00 a.m. to 5:00 p.m. on Saturdays; require that all construction equipment be properly maintained per manufacturers' specifications and fitted with the best available noise suppression devices (e.g., mufflers, silencers, wraps); and require that all impact tools be shrouded or shielded and all intake and exhaust ports on power equipment be muffled or shielded. Construction activities that generate noise across property lines will not be permitted on Sundays and federal, state, and city holidays.

Implementing Mitigation Measure NOISE-1, program-level impacts from construction noise would be **less than significant**. If additional project-level significant impacts are identified, specific mitigation measures would be required at that time under CEQA.

**Impact NOISE-2: Long-Term Noise Levels Related to Project Operations.** Potential sources of noise associated with future development or improvements within the CIHC site would include motor vehicle use, park administrative operations, maintenance activities, outdoor events, and recreational activities such as interpretive hikes. Noise associated with these activities could include vehicle noise (e.g., tires, brakes, engine acceleration), heating ventilation air conditioning system operations, trail maintenance equipment (e.g., hand and power tools), sound amplification of performances and events, and visitor-related noise (e.g., opening and closing of doors, people talking, yelling, music playing).

Future development and improvements would generate additional visitation to the CIHC. Subsequently, traffic volumes and the associated noise volumes along roadways that access the CIHC would increase. However, in order to increase noise levels above the 60 dBA threshold identified by COWS, traffic would need to exceed several thousand trips per day. The COWS defines a significant impact for traffic noise levels less than 60 dBA  $L_{dn}$  as an increase of +5 dBA  $L_{dn}$  (West Sacramento Municipal Code, Table II-4 of Section 17.32.030, "Standards"). Program-related traffic would not be generated in the quantities required to cause a +5 dBA increase and therefore, would be unlikely to cause substantial increase in traffic noise or generate noise levels exceeding applicable standards.

Operational noise related to maintenance, equipment operations, and visitors would occur mostly throughout the CIHC site. Noise emanating from these sites would be minimal and would mostly occur during less-sensitive daytime hours when the CIHC is open for day-use (proposed operation hours are from 10 a.m. to 5 p.m.). Noise from mechanical equipment would be mitigated according to mitigation measures identified during specific project-level review.

Noise from maintenance and equipment operations would also occur during daylight hours when employees are performing their duties. Thus, because noise-producing activities would be limited to daylight hours and restricted during quiet hours, sleep disturbance and human annoyance would be unlikely to occur.

As stated in the setting, the levee in between the CIHC site and adjacent residences would act as a noise barrier and would attenuate audible noise generated on-site. The exact amount of attenuation is not quantifiable at this time; however, a conservative estimate would be between 5–10 dBA.

Noise generated by site development, operation, and increased visitation also has the potential to adversely affect noise-sensitive wildlife species, such as nesting Swainson’s hawks or other nesting raptors. Guideline NR-9 includes provisions for protection of sensitive wildlife during construction. Thus, noise effects on sensitive wildlife species resulting from implementation of the General Plan are expected to remain at less-than-significant levels.

Noise produced by long-term traffic and operational activities would be minimal, would be attenuated by the intervening levee and by existing traffic on local roadways, and would occur mostly during less-sensitive daylight hours. This impact would be **less than significant**.

**Impact NOISE-3: Incompatible Land Uses.** Surrounding land uses are primarily residential and would be shielded from the CIHC main facility by the intervening levee. As stated above, CIHC activities would take place during less-sensitive daylight hours and visitors to the site would be indoors or walking along trails. Noise from adjoining parcels would be unlikely to intrude on these activities as they are residential in nature and noise from residential neighborhoods is unlikely to exceed COWS standards. If any specific noise conflicts between CIHC and adjacent land uses are identified under project-level analysis, specific mitigation measures would be required at that time under CEQA. This impact would be **less than significant**.

**Impact NOISE-4: Short- and Long-Term Sources of Vibration.** Implementing the CIHC General Plan is not expected to include any major sources of vibration. However, construction activities could result in varying degrees of temporary groundborne vibration, depending on the specific construction equipment used and operations involved. Vibration generated by construction equipment spreads through the ground and diminishes in magnitude with increases in distance. Using the Federal Transit Administration’s (FTA) recommended procedure (FTA 2006:12-11 through 12-13) for applying a propagation adjustment to these reference levels, predicted worst-case vibration levels would exceed 80 VdB (FTA’s maximum-acceptable vibration standard with respect to human annoyance for sensitive uses) within 60 feet of vibration-sensitive receptors. It is not anticipated that sensitive receptors would be located adjacent to active construction projects. Thus this impact would be **less than significant**.

## 5.6.10 POPULATION AND HOUSING (PH)

### Introduction

This section analyzes impacts to population and housing that would result from implementing the General Plan.

### Environmental Setting

Refer to Section 2.7.5, “Demographics, Trends, and Projections”, of Chapter 2 of this General Plan for a description of existing demographic and housing trends relevant to the proposed project.

### Regulatory Setting

Refer to Section 2.7, “Planning Influences”, of Chapter 2 of this General Plan for a description of existing plans relevant to the proposed project.

### Significance Criteria

Implementing the General Plan would have a significant impact related to land use and planning if it would:

- ▶ Induce substantial population growth in an area, either directly or indirectly;
- ▶ Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere;
- ▶ Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

Implementing the General Plan would not directly induce regional population growth or displace substantial numbers of existing housing. The CIHC would attract visitors to the CIHC site and potentially add to the employment base of the immediate area. Staff currently employed at the existing SIM in Sacramento would transfer to the CIHC site; therefore demand for additional employees may be limited. The current unemployment rate is 17.7% in West Sacramento, 11.6% in Yolo County, 6.7% in the City of Sacramento, and 12.8% in Sacramento County (Employment Development Department [EDD] 2010a, EDD 2010b). Apartment surveys conducted by the University of California, Davis, in 2007 and 2008 showed that apartment vacancy rates in West Sacramento were above 17% in those years (U.C. Davis News 2007, U.C. Davis News 2008). Given the high unemployment rate and high apartment vacancy rate in West Sacramento, any increase in demand for labor and housing resulting from project implementation would likely be met by the existing local population and housing market and no additional housing would be needed to serve growth associated with employment at the site or with visitation to the site. There is currently no housing on the properties proposed for construction of the CIHC. Therefore, these issues are not addressed further.

### Impact Analysis

**Impact PH-1: Potential for the Project to Displace Substantial Numbers of People, Necessitating the Construction of Replacement Housing Elsewhere.** Development of the site as part of the CIHC would displace homeless persons who occupy the CIRI property. The numbers of people who would be potentially displaced is unknown; however, the Yolo County Homeless and Poverty Action Coalition’s 2009 Homeless Census Data Report recorded 201

homeless persons in the City of West Sacramento on January 29, 2009 who were not living in shelters. Some may have been occupants of the CIRI site at that time. (This census count was conducted in accordance with U.S. Department of Housing and Urban Development (HUD) guidelines) (HPAC 2009). Displacement of persons occupying the CIRI site would require these people to seek shelter elsewhere, either on other vacant properties, or to seek assistance in finding shelter from organizations providing assistance to the homeless.

The cities of Davis, West Sacramento, Winters, and Woodland partner with the County of Yolo to fund the Homeless Coordination Project. The Project provides funds for the Cold Weather Shelter and a Homeless Coordinator to deliver homeless coordination services. The Homeless Coordination Project and its community partners, including the Yolo County Homeless and Poverty Action Coalition, have successfully coordinated efforts to help alleviate the problems of homelessness and to obtain funding from federal and state grants through collaborative relationships (Yolo County 2010a). Yolo County and its cities have recently approved *One Piece at a Time: Ending and Preventing Homelessness for Yolo County Residents*, a plan that outlines the key pieces of an integrated system to end and prevent homelessness in the county (Yolo County 2010b). The proposed CIHC would not have an adverse effect on implementation of the Homeless Coordination Project and efforts to prevent and end homelessness in the City of West Sacramento and Yolo County. This impact is **less than significant**.

## 5.6.11 PUBLIC SERVICES (PS)

### Introduction

This section analyzes the impacts that would occur to public services that would result from implementing the General Plan for the CIHC.

### Environmental Setting

Refer to Section 2.4.2, "Public Safety", in Chapter 2 of this General Plan for a description of existing conditions related to public services.

### Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to public services apply to the proposed General Plan.

### Significance Criteria

Implementing the General Plan would have a significant impact related to public services if it would:

- ▶ cause substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service rations, response times, or other

performance objectives for any of the public services, including police or fire services or other public facilities.

The CIHC would not involve construction of housing, and would not create a demand for additional school capacity or for additional parks; therefore these topics are not discussed further.

### Impact Analysis

**Impact PS-1: Adverse Effects on Police and Fire Services.** Public safety at the CIHC would be handled through a cooperative agreement between State Parks and COWS. Under this agreement, park rangers would patrol the park during the day, typically between 8 a.m. and 5 p.m. During Phase 1 of the park's development, these park rangers would be stationed at the District headquarters in Old Sacramento State Historic Park (OSSHP) and the park would be part of a wider patrol area. Starting in Phase 2 of CIHC development, park rangers would be located on-site in the Public Safety and Facility Operations Building at the north end of the site. COWS police would patrol the park at after 5:00 p.m. as part of their regular patrol service in the neighborhood, and a private security company would provide nighttime security, similar to the arrangement in OSSHP.

The Master Agreement with COWS (Appendix A) includes provisions for State Parks and COWS preparing a memorandum of understanding. It notes that State Parks would provide patrol and security services "at a level comparable to other state park units with similar characteristics" and that the area to be patrolled would include the riverfront path from the north end of the East Riverfront property to the Broderick Boat Ramp.

Public safety in the vicinity is affected by a transient homeless population that can be found on properties south of the East Riverfront property and could affect safety, and perceptions of safety, at the CIHC. This concern requires additional coordination between COWS and State Parks and would be considered a potentially significant impact related to public safety; however, with the State Parks providing patrol and security services for the riverfront path along the project site and to the Broderick Boat Ramp per the memorandum of understanding, safety and security would be improved over the existing condition on the East Riverfront property and adjoining CIRI property. Therefore, this impact would be **less than significant**.

Fire response to the CIHC project site would be provided by the COWS Fire Department through existing fire stations. The nearest fire station to the project site is Station No. 44, located at 905 Fremont Boulevard, approximately 1 mile from the project site. This station is equipped with one engine with a 500-gallon tank, and one brush fire truck with a 420-gallon tank. All engines are staffed with three personnel and a duty chief for each shift. The COWS Fire Department has a total of 19 personnel on duty per shift per day (COWS 2009: 6-41). The General Plan contains guidelines to ensure that secondary access to the site would be available for emergency personnel at the north end of the site. Impacts related to fire protection services would be **less than significant**.



## 5.6.12 RECREATION (REC)

### Introduction

This section analyzes the impacts that would occur to recreation resources that would result from implementing the General Plan for the CIHC.

### Environmental Setting

Refer to Section 2.1.2, “Regional Recreation Facilities”, in Chapter 2 of this General Plan for a description of existing conditions related to recreation.

### Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to recreation apply to the proposed General Plan.

### Significance Criteria

Implementing the General Plan would have a significant impact related to recreation if it would:

- ▶ Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated;
- ▶ Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

The proposed CIHC involves construction of a recreation facility, the physical effects of which are addressed in this chapter under the relevant resource topics. Therefore the second significance criterion is not addressed further in this section.

### Impact Analysis

**Impact REC-1: Cause Substantial Increased Physical Deterioration to Existing Local and Regional Parks.** The proposed CIHC project would not increase use of existing recreational facilities in West Sacramento or the region; rather, the project creates a new park that would be accessible to the community and would increase public open space in West Sacramento. The proposed project would not require construction or expansion of recreational facilities to serve additional demand. Therefore, the project would have a **less-than-significant** impact on recreation.

## 5.6.13 TRANSPORTATION AND TRAFFIC (TRAN)

### Introduction

This section analyzes transportation and circulation impacts that would result from implementing the General Plan. The following information is summarized from the Transportation Study for the California Indian Heritage Center prepared by Fehr & Peers

Transportation Consultants (November 2010). The Transportation Study is provided in Appendix E of this document.

Attendance projections from a Business Plan prepared for the CIHC by AECOM (AECOM 2010) estimate that the CIHC will have approximately 177,000 to 266,000 visitors annually. This level of visitation equates to roughly half the current level of annual visitors to the Old Sacramento State Historic Park (including the California State Railroad Museum). Local attractions in the Sacramento area have attendance patterns that are highly seasonal, peaking during the summer months. According to State Parks, the CIHC is expected to follow this pattern, with peak attendance days occurring during the summer, and peak vehicle trip generation occurring on the weekends.

The Transportation Study assumes that 5 percent of visitors to the CIHC would arrive via an alternative transportation mode (including walking, bicycling, and public transit) and that the remaining 95 percent of visitors would arrive in either an automobile or a private bus. The study notes that this value is conservative, as it is lower than the regional walk/bike and transit mode splits reported in the 2000 Sacramento Area Household Travel Survey conducted by the Sacramento Area Council of Governments. (7.6% for non-work trips)

## **Environmental Setting**

### ***Summary of Existing Transportation Options***

The CIHC can be reached utilizing one of a variety of existing transportation services and facilities, as described below.

- ▶ **Auto/Private Bus:** Regional access is available via Interstate 5 (I-5), the primary north-south freeway in the area, and Business 80/U.S. Highway 50 (U.S. 50), an east-west freeway that is less than a two mile drive south of the proposed project site. To access I-5, visitors travel across the Sacramento River on one of two crossings connecting the study area to Downtown Sacramento: the I Street Bridge or the Tower Bridge. Access from these bridges and from within West Sacramento is available via local surface streets.
- ▶ **Public Transit:** Routes 40 and 41 connect the proposed CIHC project site to West Sacramento's new transit center located on West Capitol Avenue. The transit center serves as a connection point to five additional routes serving West Sacramento (Routes 35, 42A and 42B, 240, and 241). Several of the Yolobus routes serving West Sacramento and the CIHC travel across the Tower Bridge to the City of Sacramento, within one to three blocks of the Sacramento Valley Station, one of the ten busiest Amtrak stations in the nation.
- ▶ **Bicycle and Pedestrian:** In the vicinity of the proposed CIHC, Lighthouse Drive has sidewalks and on-street bicycle lanes in both directions between A Street and Fountain Drive. Within the project site, a paved roadway runs along the top of the Sacramento River levee. This roadway is not open to public motor vehicle traffic, and field visits indicate that this route is frequently used by pedestrians and cyclists. South of the project site, the levee access

roadway connects with the City of West Sacramento's River Walk Promenade Trail. Recent projects have added visitor amenities to the promenade, including landscaping and lighting, between the Tower Bridge and the I Street Bridge.

### **Traffic Counts**

Traffic counts were completed to serve as a baseline against which to compare the proposed project and cumulative conditions. The traffic counts were collected at 11 existing study intersections located in the City of West Sacramento and were selected based on the expected travel characteristics of the project (i.e., project location and amount of project trips), as well as the susceptibility of nearby intersections to increased traffic due to the full build-out of the project. As a result of the traffic counts, it was determined that all signalized and unsignalized intersections currently operate at acceptable levels or better. The two study intersections on Jefferson Boulevard at Sacramento Avenue and West Capitol Avenue currently experience the most peak hour delay.

The CIHC is expected to experience higher visitation on weekends than on weekdays, except during the peak school visitation period. However, during the peak school visitation period, students arrive by bus and fewer vehicle trips are generated than on a typical weekend day.

Therefore, the facility is more likely to impact the surrounding transportation system on weekends than during the typical weekday AM and PM peak hours, and traffic counts were conducted for the projected peak weekend hour.

### **Regulatory Setting**

No federal, state, regional, or local plans, regulations, or laws related to transportation and traffic apply to the proposed General Plan.

### **Significance Criteria**

The transportation analysis uses criteria based on the State CEQA Guidelines, Appendix G (environmental checklist), and thresholds found in the COW's Traffic Impact Analysis Guidelines (December 2006), because the CIHC is located within COWS and would use local roadways to reach the site. This approach is consistent with the approach used in the Transportation Study Implementing the General Plan would have a significant impact on transportation and circulation if it would:

#### ***Bicycle and Pedestrian Facilities***

- ▶ adversely affect an existing bikeway or pedestrian facility such that access and/or usage of the facility is discouraged or conflicts are created;
- ▶ affect an aspect defined in the *West Sacramento Bicycle and Pedestrian Path Master Plan*;

**Transit Facilities**

- ▶ adversely affect public transit operations or fail to adequately provide access to transit;

**Signalized Intersections**

- ▶ degrade the level of service (LOS) from an acceptable LOS (without the project) to an unacceptable LOS (with the project);
- ▶ cause the Volume to Capacity (V/C) ratio to increase by more than 0.05 at an intersection operating at an unacceptable LOS without the project;

**Unsignalized Intersections**

- ▶ degrade the LOS from an acceptable LOS (without the project) to an unacceptable LOS (with the project) based on the average conditions across all movements, and cause the intersection to meet traffic signal warrants; and
- ▶ increase the average delay by more than 5 seconds at an intersection that meets a signal warrant and operates at an unacceptable LOS without the project.

The COWS General Plan identifies a standard of LOS C for roadways maintained by the City. However, a provision is made to accept LOS D “at intersections on roadway segments within one-quarter mile of a freeway interchange or bridge crossing of the Deep Water Ship Channel, Barge Canal, or Sacramento River.”

Therefore, the LOS C standard applies to six of the 11 study intersections, while the LOS D standard applies to the five study intersections that are within one-quarter mile of a freeway interchange or a crossing of the Sacramento River.

**Impact Analysis**

The Transportation Study analyzed potential impacts on transportation systems from implementation of the General Plan under existing conditions and under year 2025 conditions (Cumulative plus Project). The detailed description of methodology and assumptions used in the analysis is provided in Appendix E. The Transportation Study came to the following conclusions regarding the project’s potential impacts under Cumulative plus Project Conditions.

**Impact TRAN-1: Adversely Affect Existing Bikeway or Pedestrian Facilities, or Affect an Aspect Defined in the West Sacramento Bicycle and Pedestrian Path Master Plan.** Construction of the CIHC would include the development of an extensive system of bicycle and pedestrian trails throughout the project site. This system of pathways is consistent with the *West Sacramento Bicycle and Pedestrian Path Master Plan* (1991), which also envisions a pathway looping through the project site. The existing bicycle lanes and sidewalks on Lighthouse Drive would assist with providing access to the bicycle/pedestrian infrastructure that would be constructed as part of the CIHC. Therefore, construction of the CIHC would not remove or adversely affect any existing bicycle/pedestrian facilities. In addition, The Sacramento River Crossings

Alternatives Study prepared by Fehr & Peers in October 2010 has identified a link between the CIHC site and the Richards Boulevard area as a future “crossing location opportunity.” Impacts related to existing bikeways and pedestrian facilities or aspects defined in the West Sacramento Bicycle and Pedestrian Path Master Plan are **less than significant**.

**Impact TRAN-2: Adversely Affect Public Transit Operations or Fail to Adequately Provide Access to Transit.** Visitors to the CIHC would have access to two Yolobus transit routes on weekdays and one on the weekend. Both bus routes are located within a half mile of the project site. Construction of the CIHC would not adversely affect public transit operations.

In addition, the concept plans for the proposed CIHC include the reconstruction of a boat dock as part of Phase 2. This boat dock would be designed to accommodate the potential for future water shuttle service to attractions along the banks of the Sacramento River, and would be of sufficient size to accommodate tour boats originating in Old Sacramento, providing an additional means of accessing the CIHC and further reducing potential auto traffic to the park.

The cities of Sacramento and West Sacramento initiated a planning process in 2006 to assess the feasibility of connecting the two cities with a streetcar line. In addition, a future north-south alignment through West Sacramento would likely travel north on 5<sup>th</sup> Street from Tower Bridge Gateway, and could provide a future connection to the CIHC. Impacts related to public transit are **less than significant**.

**Impact TRAN-3: Degrade the Level of Service (LOS) from an Acceptable LOS (Without the Project) to an Unacceptable LOS (With the Project); or Cause an Unacceptable Increase in the Volume to Capacity (V/C) Ratio at an Intersection Operating at an Unacceptable LOS Without the Project.** Based on the Transportation Study, the CIHC will not result in degradation of the level of service at any intersections under existing plus project conditions. Under cumulative conditions without the CIHC, the Sacramento/Jefferson Boulevard-Kegle Drive intersection will operate at LOS E, an unacceptable LOS. This intersection will operate unacceptably with the addition of CIHC project trips. However, the Transportation Study determined that the addition of CIHC project traffic does not increase overall intersection delay or the V/C ratio at this location from Cumulative No Project conditions. Therefore, according to COWS’s significance criteria, the unacceptable level of delay at this location does not constitute a project impact. The impact of the General Plan on level of service and increase in the V/C ratio remains **less than significant**.

#### 5.6.14 UTILITIES AND SERVICE SYSTEMS (UTIL)

##### Introduction

This section analyzes impacts on utility and public service systems that would result from implementing the General Plan.

### **Environmental Setting**

COWS operates the water system that serves residential, commercial, and industrial users in West Sacramento. The Sacramento River provides water that is treated at the City's Bryte Bend Water Treatment Plant (WTP), which has a maximum capacity of 58 million gallons per day (mgd). In 2006 the demand was at a daily average of 14.5 mgd and the maximum day demand was 28.2 mgd. The City's water supply is considered dependable, and within the urban areas no water constraints exist for fire protection (COWS 2009:6-11; 6-14). Water supply lines exist in the streets adjacent to the CIHC project site, but are not extended onto the site.

Wastewater treatment is provided to West Sacramento through connection with the Sacramento County Regional Sanitation District treatment plant. Sewer collection lines exist in the streets adjacent to the project site. However, collection lines do not exist on-site.

COWS operates and maintains storm drainage facilities consisting of buried pipelines, street gutters, roadside ditches, and pump stations. Storm drains exist in the streets adjacent to the project site. However, collection lines do not exist on-site.

Underground utilities were installed in the northern portion of the former JTS property in anticipation of the next phase of residential development.

COWS contracts with a private refuse hauler to collect all of the residential and commercial solid waste within the city. Solid waste is transported to the Yolo County Central Landfill outside of Davis, California. The landfill has enough capacity to remain open until the year 2045 (COWS 2009:6-51).

### **Regulatory Setting**

No federal, state, regional, or local plans, regulations, or laws related to utilities apply to the proposed General Plan.

### **Significance Criteria**

Implementing the General Plan would have a significant impact related to public services and utilities if it would:

- ▶ exceed wastewater treatment requirements of the Central Valley Regional Water Quality Control Board;
- ▶ require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects;
- ▶ require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects;

- ▶ have insufficient water supplies available to serve the project from existing entitlements and resources, or require new or expanded entitlements;
- ▶ result in a determination by the wastewater treatment provider which serves or may serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments;
- ▶ be served by a landfill with insufficient permitted capacity to accommodate the project's solid waste disposal needs; and
- ▶ not comply with federal, state, and local statutes and regulations related to solid waste.

### Impact Analysis

**Impact UTIL-1: Increase Demand on Utilities and Service Systems.** As described above, water supply lines, sewer collection lines, and storm drainage collection lines exist in the streets adjacent to the CIHC project site and on the northern portion of the former JTS property, but are not extended onto the site. Therefore, all municipal services would be available to the site. All domestic water and wastewater treatment facilities would have adequate capacity to serve the site. The project site is served by a COWS-contracted solid waste hauler, and the Yolo County landfill has sufficient capacity to serve the site.

The project's water supply demand, wastewater generation, and solid waste generation would be considerably less than would occur with residential units of the same building area. Restrooms and food service concessions would be the primary uses on-site that would require water supply and would generate wastewater. The site would also require water flows for adequate fire protection. Landscaping consisting of native plants adapted to the climatic conditions of the site would require minimal irrigation, and limited hours of operation (10 a.m. to 5 p.m.) would limit the water demand and wastewater generation. Therefore, impacts on utilities and service systems would be **less than significant**.

## 5.7 OTHER CEQA CONSIDERATIONS

### 5.7.1 UNAVOIDABLE SIGNIFICANT ENVIRONMENTAL EFFECTS

No significant and unavoidable impacts were identified for the project.

No other unavoidable and significant impacts would result from adopting and implementing this General Plan.

### 5.7.2 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

No significant irreversible changes to the physical environment are anticipated from implementing the General Plan. Facility development, including structures, roads, and trails, may be considered a long-term commitment of resources; however, the impacts can be

reversed by removing the facilities and discontinuing access and use of the site. The General Plan included goals and guidelines that require monitoring of natural resources on the site on an ongoing basis and adaptive management to address adverse effects. The construction and operation of facilities may require the use of nonrenewable resources. This impact is projected to be minor based on considerations of sustainable practices in site design, construction, maintenance, and operations that have been incorporated into the General Plan goals and guidelines. Design Standards and Guidelines (Appendix B) of the General Plan include sustainable principals used in design, construction, and management, such as the use of nontoxic materials and renewable resources, resource conservation, recycling, and energy efficiency, emphasize environmental sensitivity (i.e., General Sustainability Guideline 2, “Apply the California Green Building Standards Code [CALGREEN] in the design and construction of all CIHC buildings”, “Emphasize implementation of sustainability measures in the design and construction of the main collections facility and its grounds. Seek Leadership in Energy and Environmental Design (LEED®) building certification”, and Maintenance Sustainability Guideline 10, “Seek opportunities to minimize waste and improve efficiency in the operation of park facilities by implementing a waste management and recycling program”.

### **5.7.3 GROWTH-INDUCING IMPACTS**

State CEQA Guidelines Section 15126.2(d) requires that an EIR evaluate the growth-inducing impacts of a proposed project. Specifically, an EIR must discuss the ways in which a proposed project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Growth inducement itself is not an environmental effect, but may lead to environmental effects. Such environmental effects may include increased demand on other community and public services and infrastructure, increased traffic and noise, degradation of air or water quality, degradation or loss of plant or wildlife habitats, or conversion of agricultural and open space land to urban uses.

Implementing the proposed General Plan would not foster additional population growth, or the construction of additional housing. Economic growth would be limited to the CIHC facilities themselves, but would not affect the surrounding areas, which are already built out as residential neighborhoods. As previously described, the need to add employees would be limited because staff currently working at the SIM in Sacramento would transfer to the CIHC. Any new employment would likely be satisfied in the local West Sacramento and Sacramento region and demand for new housing would not be created. Therefore, the proposed project would not result in growth inducing impacts.

### **5.7.4 CUMULATIVE IMPACTS**

This EIR provides an analysis of cumulative impacts of the proposed General Plan, as required in State CEQA Guidelines Section 15130. Cumulative impacts are defined in State CEQA Guidelines Section 15355 as “two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts.” A cumulative impact occurs from “the change in the environment, which results from the incremental impact



of the project when added to other closely related past, present, and reasonably foreseeable probable future projects. Cumulative impacts can result from individually minor, but collectively significant, projects taking place over a period of time” (State CEQA Guidelines Section 15355[b]). By requiring an evaluation of cumulative impacts, CEQA attempts to ensure that large-scale environmental impacts will not be ignored.

Relevant land use plans and development proposals in the vicinity of the CIHC project site that contribute to cumulative impacts include The Rivers (Lighthouse Marina) project located on the north side of the CIHC site and the Washington Square Specific Plan (adopted 1996) to the south of the CIHC site. These projects would contribute to cumulative impacts related to transportation and noise in the project vicinity. In addition, the West Sacramento Levee Improvement Project and other flood protection system projects would contribute to cumulative impacts related to loss of habitat for special-status plant and animal species and fish.

The goals and guidelines in the General Plan and mitigation requirements contained in this EIR require management actions and measures be implemented that would preserve, protect, restore, or otherwise minimize adverse effects related to air quality, biological resources, cultural resources, light and glare, seismic hazards, water quality, flood risk, wildland fire, and temporary construction noise. With the implementation of these actions, the proposed project’s contribution to cumulative impacts would be less-than-considerable and cumulative impacts associated with implementing the project would be less than significant.

## 5.8 ALTERNATIVES TO THE PROPOSED PLAN

The guiding principles for the analysis of alternatives in this EIR are provided by the State CEQA Guidelines Section 15126.6, which indicates that the alternatives analysis must: (1) describe a range of reasonable alternatives to the project that could feasibly attain most of the basic objectives of the project; (2) consider alternatives that could reduce or eliminate any significant environmental impacts of the proposed project, including alternatives that may be more costly or could otherwise impede the project’s objectives; and (3) evaluate the comparative merits of the alternatives. The State CEQA Guidelines Section 15126.6(d) permits the evaluation of alternatives to be conducted in less detail than is done for the proposed project. A description of the project alternatives, including the No Project Alternative, is provided below to allow for a meaningful evaluation, analysis, and comparison of these alternatives with the Proposed Project Alternative, which is the General Plan as described in Chapter 4.

### 5.8.1 ALTERNATIVES

#### Alternative 1: East Riverfront Property

##### *Description*

The CIHC under this alternative would occupy the East Riverfront Property and the former JTS property. No additional properties would be acquired and the CIHC and all supporting facilities

would be located on the these two properties (Exhibit 5-1). Marina Way would serve as the main entrance/exit for the CIHC. The Public Safety and Facility Operations building and adjacent parking would be located on the former JTS property next to Marina Way. All other CIHC facilities and the majority of parking for all phases of build-out would be located on the East Riverfront property. As a result, the area north of the main heritage center building, and along the levee road would be developed for parking, and would not be available for habitat restoration or outdoor elements associated with the CIHC such as the native games field. Management actions for resource protection and recreation and safety enhancement would be required similar to those required under the Preferred Plan. Other than Public Safety and Facilities Operations, this alternative would not place any additional services on the former JTS property, such as community meeting space and community and ancillary services buildings. The remainder of this property would be landscaped to provide open space along the levee. The artist in residence facility would be located on the north end of the property, on the only portion of the East Riverfront property located on the landside of the levee.

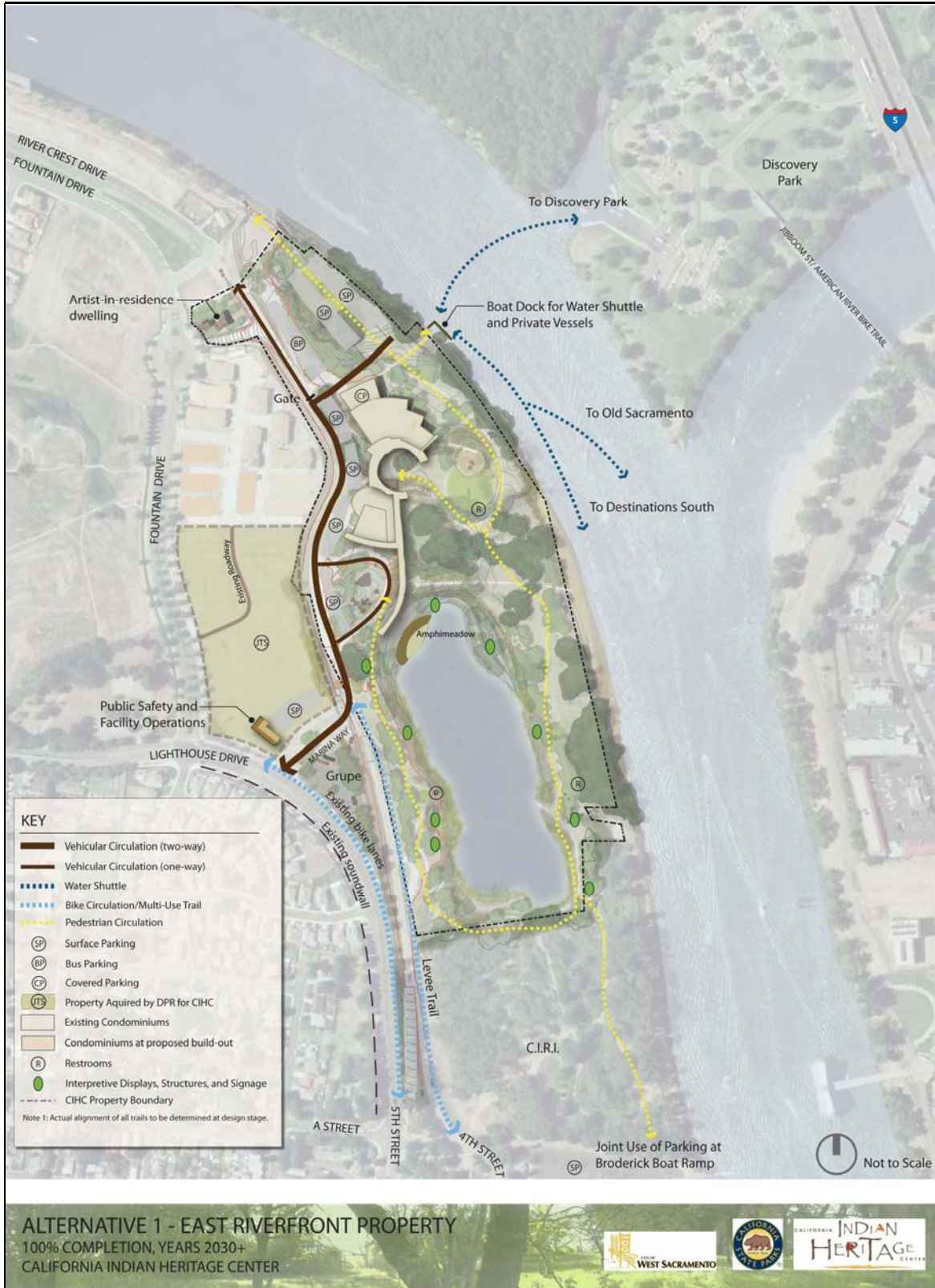
### ***Evaluation***

This alternative would result in potentially greater impacts to natural resources when compared with the Proposed Project Alternative, because it uses more space on the East Riverfront property for parking. Areas developed for parking would not be available for habitat restoration and enhancement. In addition, this alternative may result in greater impacts to the floodplain, as additional parking surfaces would be placed on the riverside of the levee. These would need to be quantified, and the potential impacts addressed during the permit application for the encroachment permit from the Central Valley Flood Protection Board. Potential impacts to all other resources are expected to be the same or very similar compared to the Proposed Project Alternative.

### **Alternative 2: Southern Entry**

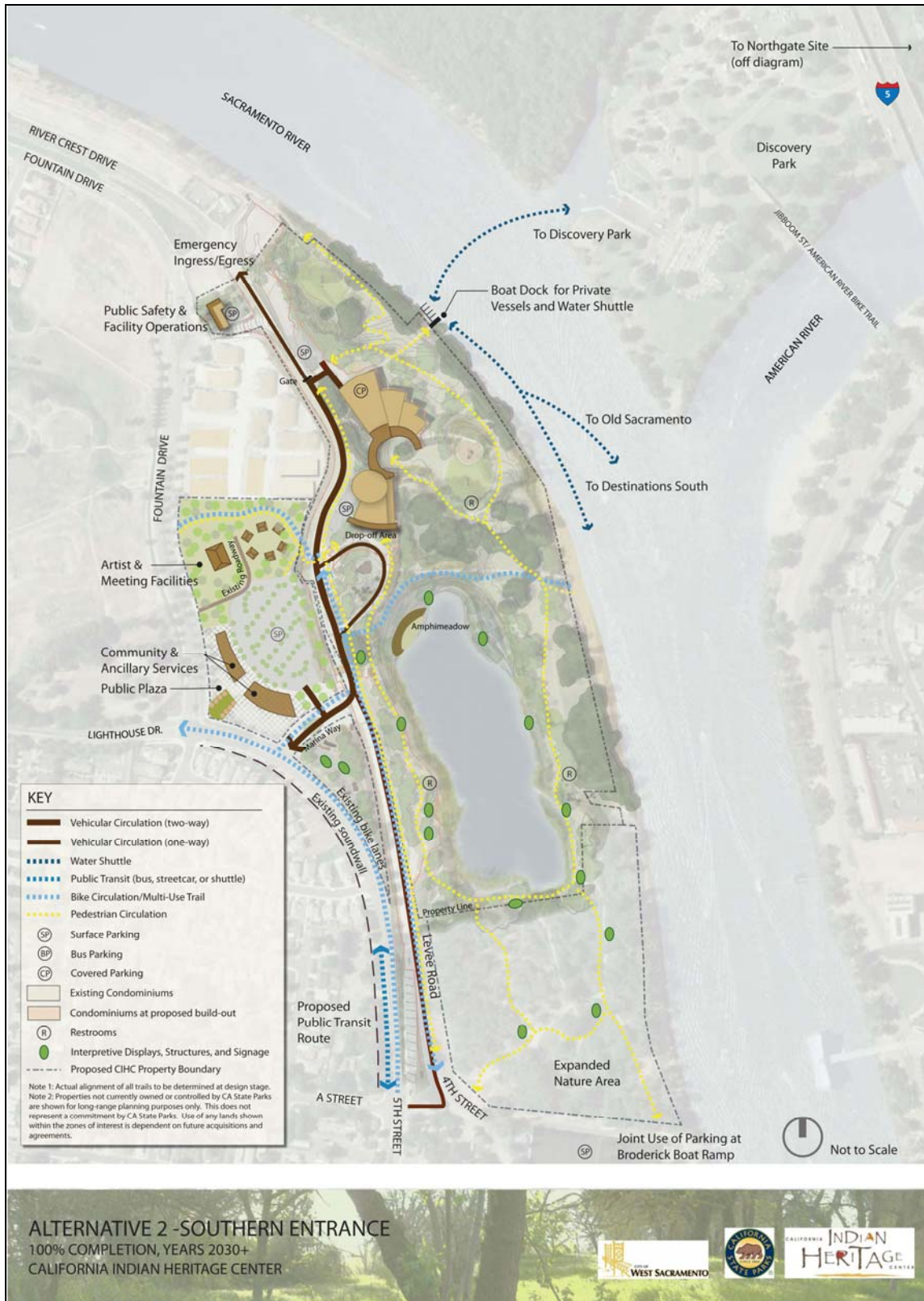
#### ***Description***

Under this alternative, the additional properties would be acquired and added to the East Riverfront property over time. The CIHC and all supporting facilities would be located in the same locations as in the preferred plan (Exhibit 5-2). The main difference of this alternative is that during Phase 4 (full build-out) of the General Plan, the main entry to the CIHC would be moved from Marina Way to the southwest boundary of the CIRI property. Entry to the site would be developed in the vicinity of 5<sup>th</sup> and A Streets. A ramp would lead to the top of the levee road. Motorists would drive up this ramp and turn north along the levee road to reach the main entrance/exit for the CIHC. All traffic would exit the CIHC by turning left onto Lighthouse Drive from Marina Way. Parking would be the same as for the Proposed Project Alternative. As a result, the area north of the heritage center, and along the levee road would be restored to natural habitat, similar to the preferred alternative.



Alternative 1 – East Riverfront Property

Exhibit 5-1



Alternative 2 – Southern Entrnace

Exhibit 5-2

### **Evaluation**

This alternative would require the levee to be widened more than the minimum requirements set forth by the USACE to accommodate the road. It would require the removal of a limited number of trees in the vicinity of 5<sup>th</sup> and A to create a path for the ramp to the top of the levee. Additional fill material would need to be placed in the floodplain on the CIRI property to widen the levee. This would result in encroachment into the native riparian habitat dominating much of the CIRI property. This alternative would require State Parks to provide additional funding to pay for the needed levee widening beyond what is envisioned for the COWS WSLIP. It may also result in additional requirements for mitigation for biological resources and of additional fill material in the floodplain of the Sacramento River which would have implications for project permitting. Cars driving on top of the levee would introduce an additional source of light and glare. All other impacts would be similar under the southern entrance alternative to those described above for the Proposed Project Alternative.

### **Alternative 3: No Project**

#### **Description**

The California Environmental Quality Act requires an evaluation of the “no project” alternative and its impact (CEQA Guidelines §15126.6[e][1]). The No Project Alternative represents perpetuation of existing ownership and management of all parcels, and its analysis is based on the physical conditions that are likely to occur in the future of the proposed General Plan is not approved and implemented. The purpose of describing and analyzing the No Project Alternative is to allow decision-makers to compare the impacts of approving the proposed General Plan with the expected impacts of not approving the General Plan. Without a General Plan for the CIHC, it is assumed that COWS would maintain ownership of the East Riverfront property and that Grupe and CIRI would maintain ownership of their respective parcels or sell them to other third parties at some time in the future. The former JTS property would remain the property of DPR. The existing patterns of operation and management of the East Riverfront property by COWS would continue under this alternative and no major recreational or operational facilities would be developed on any of the parcels. There would be no visitation increases due to less recreational opportunities and visitation capacity under this alternative. The management actions that would protect, preserve, and restore natural and cultural resources beyond the requirements of laws and regulations would not occur under the No Project Alternative.

#### **Evaluation**

Under this alternative, State Parks would not develop the CIHC and meet its goals and mandates set forth in the Master Agreement with COWS (Appendix A) and Senate Bill 2063 (Appendix C). The parcels could be developed by other landowners consistent with their current land use designations. No increased traffic would result from actions undertaken by State Parks. Likewise, no new recreation, access and visitor and community services serving facilities would be provided. Sensitive biological resources may not be afforded additional protection and restoration except as required by laws and regulations. Compared to the Preferred Alternative, this alternative would result in less impact related to construction air

quality, construction and traffic noise, and water supply if no new facilities would be constructed over the lifetime of the Proposed Project Alternative.

### **5.8.2 IDENTIFICATION OF THE ENVIRONMENTALLY SUPERIOR ALTERNATIVE**

State CEQA Guidelines §15126(d)(2) state that if the environmentally superior alternative is the no project alternative, the EIR shall also identify an environmentally superior alternative from among the other alternatives. Alternatives considered in this Draft EIR include the Proposed Project Alternative (the proposed General Plan), the East Riverfront Property Alternative, the Southern Entrance Alternative, and the No Project Alternative.

Under three of the analyzed alternatives, the CIHC and supporting facilities would be developed on the East Riverfront property and under two of the alternatives supporting facilities would be developed on the former JTS property and adjacent sites to be acquired. Of those three alternatives, the limitations to facility improvements and expansions would be greatest under the East Riverfront Property Alternative, followed by the Southern Entrance Alternative, and the Proposed Project Alternative. Because the actual number of facilities developed or the amount of facility expansion under each of the alternatives that include the CIHC on the site are similar, the extent of environmental impacts related to construction, and operational activities is expected to be similar. However, the nature of potential environmental impacts are known and are described above under each of the environmental topics in this chapter, and the General Plan goals and guidelines would render all impacts to less-than-significant level for all but the No Project Alternative. Under the No Project Alternative, management goals and guidelines for preserving and restoring natural and cultural resources would not be implemented.

The Proposed Project Alternative is the environmentally superior alternative of the alternatives considered because it allows for the greatest extent of habitat restoration and enhancement. Of the three alternatives including development of the CIHC on site, the Proposed Project Alternative would provide for the best balance between development of visitor and community serving facilities and preservation of natural resources by allowing most flexibility for facility improvement and restoration. For example, if services at the CIHC cannot be adequately provided on the East Riverfront property in light of increasing visitation and usage in the future or if additional facilities must be developed to meet visitor demand and avoid overuse of existing facilities, the Proposed Project Alternative would allow a larger number of potential uses on the additional parcels than the East Riverfront Property Alternative. Thus the potential for accommodating the greatest amount of visitor use space and a balance of indoor and outdoor components of the CIHC is greatest with the proposed alternative. The No Project Alternative is not considered the environmentally superior alternative, due to the uncertainty of ultimate development patterns.

*This page intentionally left blank.*



Cooking Basket; Mary Benson (Pomo) ca. 1900



This page intentionally left blank.

---

## CHAPTER SIX: REFERENCES

---

- AECOM. 2010 (May 17). *Draft Report Business Plan: California Indian Heritage Center*. ERA Project No. 17856. San Francisco, CA. Prepared for California State Parks, Sacramento, CA.
- . in prep. *Working Draft Report Business Plan: California Indian Heritage Center*. San Francisco, CA. Submitted December 17, 2010 to California State Parks, Sacramento, CA.
- Aginsky, B. W. 1943. *Culture Element Distributions, XXIV*. Central Sierra. Berkeley, CA: University of California Press. Cited in Levy 1978.
- ARB. See California Air Resources Board.
- Beardsley, R. K. 1948. Cultural Sequences in Central California Archaeology. *American Antiquity* 14(1):1–28.
- Bennyhoff, J. A. 1977. *Ethnogeography of the Plains Miwok*. Davis, CA: Center for Archaeological Research.
- California Air Resources Board. 2008 (December). *AB 32 Climate Change Scoping Plan*. Sacramento, CA. Available: <http://www.arb.ca.gov/cc/scopingplan/document/scopingplandocument.htm>. Accessed September 28, 2010.
- . 2010a. Ambient Air Quality Standards and Area Designation Maps—State and National. Available: <http://www.arb.ca.gov/desig/adm/adm.htm#state>. Accessed September 28, 2010.
- . 2010b. Air Quality Data Statistics. Available: <http://www.arb.ca.gov/adam/welcome.html>. Accessed September 28, 2010.
- California Department of Finance. 2010 (January 1). E-5 Population and Housing Estimates for Cities, Counties and the State, 2001–2010, with 2000 Benchmark. Available: <http://www.dof.ca.gov/research/demographic/reports/estimates/e-5/2001–10/>. Accessed October 2010.
- California Department of Fish and Game. 1994. *Staff Report on Mitigation for Impacts to Swainson's hawks (Buteo swainsoni) in the Central Valley of California*. Sacramento, CA.
- California Department of Toxic Substances Control. 2007. Results of EnviroStor search of hazardous materials sites in the project area. Available: <http://www.envirostor.dtsc.ca.gov/public/search.asp?cmd=search&city=West%20Sacramento>. Accessed September 23, 2010.

- California Employment Development Department. 2010a (September 17). Labor Market Information Division, Monthly Labor Force Data for Cities and Census Designated Places (CDP), August 2010 – Preliminary; Sacramento County. Available: <http://www.labormarketinfo.edd.ca.gov/?pageid=133>. Accessed September 22, 2010.
- . 2010b (September 17). Labor Market Information Division, California and All Counties. Report 400 C Monthly Labor Force Data for Counties, August 2010 – Preliminary. Available: <http://www.labormarketinfo.edd.ca.gov/?pageid=1006>. Accessed September 22, 2010.
- California Natural Diversity Database. 2008 (August). Results of electronic records search. Sacramento: California Department of Fish and Game Natural. Wildlife and Habitat Data Analysis Branch.
- California State Parks. 2001. *Transition and Trail Plans for Accessibility in State Parks*. Sacramento, CA.
- . 2003. *All Visitors Welcome: Accessibility in State Park Interpretive Programs and Facilities*. Sacramento, CA.
- . 2007 (August). California Indian Heritage Center Project, City of West Sacramento East Riverfront Site, *Preliminary Environmental Evaluation and Issue Identification*. Sacramento, CA.
- . 2009a. *Complete Findings of the Survey on Public Opinions and Attitudes on Outdoor Recreation in California*. Sacramento, CA.
- . 2009b. *California State Accessibility Guidelines*. Prepared for California Indian Heritage Center, Sacramento, CA.
- . 2010 (August 2). *Indian Heritage Center Site Mid-season Bird Survey Report*. Natural Resources Division. Sacramento, CA.
- . 2010 (July). *State Indian Museum Guide for Educators*. Sacramento, CA.
- Carpenter, K. 2009. Recent Excavations at Yolo-27. Paper presented at the Society for California Archaeology Northern CA Data Sharing Meeting, October 17, 2009, Sausalito, CA. Far Western Archaeological Research Group, Davis, CA. Cited in Wulzen 2009.
- Churchill, R. K., and R. L. Hill. 2000. A General Location Guide for Ultramafic Rocks in California—Areas More Likely to Contain Naturally Occurring Asbestos. Scale 1:1,100,000. Open-File Report 2000–19. Sacramento, CA: Division of Mines and Geology.
- City of West Sacramento. 2000 (September). *City of West Sacramento General Plan Background Document*. Department of Parks and Community Services, West Sacramento, CA. Prepared by SmithGroup JJR, San Francisco, CA.

- . 2003 (September). *City of West Sacramento Parks Master Plan*. Department of Parks and Community Services, West Sacramento, CA. Prepared by Smith Group JJR, San Francisco, CA.
- . 2004 (September). *City of West Sacramento Parks Master Plan*. West Sacramento, CA. Prepared by RMC Water & Environment, Sacramento, CA.
- . 2005 (September). *City of West Sacramento Urban Water Management Plan*. West Sacramento, CA. Prepared by RMC.
- . 2009 (September). *City of West Sacramento General Plan, Public Review Draft Background Report*. West Sacramento, CA. Prepared by Mintier Harnish, West Sacramento, CA.
- City of West Sacramento and City of Sacramento. 2003 (July). *Sacramento Riverfront Master Plan*. West Sacramento and Sacramento, CA. Prepared by Wallace Roberts and Todd/Solomon E.T.C, San Francisco, CA.
- CNDDDB. See California Natural Diversity Database.
- COWS and City of Sacramento. See City of West Sacramento and City of Sacramento.
- COWS. See City of West Sacramento.
- Deis, Richard. 1994. *Shell Beads from SAC-127*. Unpublished manuscript in author's library. EDAW, Sacramento, CA.
- DOF. See California Department of Finance.
- DFG. See California Department of Fish and Game.
- EDAW. 2004a (June 25). *Draft Preliminary Delineation, Waters of the United States, Including Wetlands: East Riverfront Property Levee Relocation*. Sacramento, CA. Prepared for West Sacramento Redevelopment Agency, West Sacramento, CA.
- . 2004b (August 10). *Draft Biological Resources Evaluation: East Riverfront Property Levee Relocation*. Sacramento, CA. Prepared for West Sacramento Redevelopment Agency, West Sacramento, CA.
- . 2005 (April). Cultural Resource Inventory and Evaluation for the Proposed Raley's Landing Project, Yolo County, California. Sacramento, CA. Prepared for City of West Sacramento Community Development Department, West Sacramento, CA.
- . 2008 (March). *California Indian Heritage Center: Concept Masterplan, Interim Site and Facility Masterplanning and Programming Report*. San Francisco, CA. Prepared for the California Indian Heritage Center, Sacramento, CA.

DTSC. See California Department of Toxic Substances Control.

EDD. See California Employment Development Department.

Eddy, B. C., and K. J. McIvers. 1989. *Evaluation of Impact of the Raley's Landing Assessment District; Broderick Area Sewer Improvements Project on Archaeological Site CA-YOL-27, West Sacramento, California*. Report on file at the Northwest Information Center, Rohnert Park, CA.

Federal Emergency Management Agency. 1995. Federal Emergency Management Agency. 1995 (January). Flood Insurance Rate Map Parcel #0607280005B. January 19, 1995.

Federal Transit Administration. 2006 (May). Transit Noise and Vibration Impact Assessment. Washington, D.C.

FEMA. See Federal Emergency Management Agency.

Fredrickson, D. A. 1974. Cultural Diversity in Early Central California: A View from the North Coast Ranges. *Journal of California Anthropology* 1(1):41–53.

FTA. See Federal Transit Administration.

Fugler, Mark. Regulatory specialist. U.S. Army Corps of Engineers, Sacramento, CA. October 2010—meetings with the CIHC planning team for the General Plan regarding jurisdictional wetland on the CIRI property.

Germano, J. D., and B. Bury. 2001. Western Pond Turtles (*Clemmys marmorata*) in the Central Valley of California: Status and Population Structure. *Transactions of the Western Section of the Wildlife Society* 37:22–36.

Grantham, S. 1993. *An Ontological Analysis of the Selected Burials from the Rooney Extension of 4-SAC-127, Sacramento, California*. Unpublished Master's thesis. CA: Department of Anthropology, California State University, Sacramento.

Heizer, R. F. and F. Fenenga. 1939. Archaeological Horizons in Central California. *American Anthropologist* 41:378–399.

Helley, E. J., and D. S. Harwood. 1985. Geologic Map of the Late Cenozoic Deposits of the Sacramento Valley and Northern Sierran Foothills, California. USGS Miscellaneous Field Studies Map MF-1790. 5 plates. Washington, D.C.: U.S. Geological Survey.

Holman, Miley Paul. 1984 (April 4). *River Bend Archaeological Reconnaissance*. Letter report to Valerie Geier, LSA. San Francisco, CA: Holman & Associates. Cited in Wulzen 2009.

HPAC. See Yolo County Homeless and Poverty Action Coalition.

- Jennings, M. R., and M. P. Hayes. 1994. *Amphibian and Reptile Species of Special Concern in California*. California Department of Fish and Game. Sacramento, CA.
- Johnson, P. 1978. Patwin. In *Handbook of North American Indians*, Volume 8. Smithsonian Institution, Washington, D.C.
- Kleinfelder. 2003 (December 8). *Geotechnical Investigation Report: Proposed Levee Relocation, East Riverfront Property, Fountain Drive and Lighthouse Drive, West Sacramento, California*. Sacramento, CA. Prepared for the City of West Sacramento, West Sacramento, CA.
- Kroeber, A. L. 1925. *Handbook of the Indians of California*. Washington, D.C.: Government Printing Office. Cited in Levy 1978.
- . 1932. The Patwin and Their Neighbors. *American Archaeology and Ethnology* 29(4):254–423.
- Lajoie, K. R. 2003. *Geologic Framework for Sacramento City Hall Salvage Archaeological Site*. West Sacramento, CA: Tremaine and Associates.
- Levy, Richard. 1978. Eastern Miwok. In *Handbook of North American Indians*. Volume 8. California, edited by Robert F. Heizer, 398-413. Washington, D.C.: Smithsonian Institution.
- Maloney, A. B. (ed.). 1944. "Fur Brigade to the Bonaventura: John Work's California Expedition of 1832-33 for the Hudson's Bay Company," *California Historical Society Quarterly*, 22, no. 3 and 4: 19–193, 193–222, and 323–348.
- McGowan, J. 1961. *History of the Sacramento Valley*. Volume 2. Lewis Historical Publishing Company. New York, NY.
- McKern, W. C. 1922. *Functional Families of the Patwin*. Berkeley: University of California Press.
- Moratto, M. J. 1984. *California Archaeology*. Academic Press, San Francisco, CA.
- NHC. See Northwest Hydraulic Consultants.
- Northwest Hydraulic Consultants. 2003 (December). *Hydraulic Analysis Report East Riverfront Property Levee Relocation Project*. Prepared for City of West Sacramento Redevelopment Agency. West Sacramento, CA.
- Peak & Associates. 1985. *Cultural Resource Assessment of the Lighthouse Marina Project, Broderick, Yolo County, California*. Sacramento, CA. Prepared for Raymond Vail and Associates. Cited in Wulzen 2009.

- Powers, S. 1877. Tribes of California. Contributions to North American Ethnology 3. U.S. Geographical and Geological Survey of the Rocky Mountain Region. Washington, D.C.
- Ralph Appelbaum Associates. 2007 (September). *California Indian Heritage Center: The Developing Vision, Interim Project Planning and Interpretive Programming Report*. New York, NY. Prepared for the California Indian Heritage Center, Sacramento, CA.
- Sacramento County. 1993 (December 15). *1993 County of Sacramento General Plan*. Sacramento, CA.
- . 2008. *American River Parkway Plan*. Prepared by Municipal Services Agency, and Planning and Community Development Department.
- Sacramento County Parks. 2010. Regional Parks, American River Parkway. Available: <http://www.msa2.saccounty.net/parks/Pages/RegionalParksDetails.aspx?pn=American%20River%20Parkway>. Accessed October 22, 2010.
- Sawyer, J. O. and T. Keeler-Wolfe. 1995. *A Manual of California Vegetation*. California Native Plant Society. Sacramento, CA.
- Shipley, W. 1978. Native Languages of California. In *Handbook of North American Indians*, Volume 8. California, edited by Robert F. Heizer, 80–90. Washington, D.C.: Smithsonian Institution.
- Smith, D. J. 1986. *Effects of the Lighthouse Marina Project on the Hydraulics of the Sacramento and American Rivers under High Flow Conditions*.
- State Lands Commission. 1996 (March). *Draft Environmental Impact Report for the Lighthouse Marina and Riverbend Development Bank Protection and Greenway*. State Clearinghouse No. 94123008. Sacramento, CA. Prepared by Jones and Stokes Associates, Inc., Sacramento, CA.
- U.C. Davis News. 2007. UC Davis News and Information 2007. Apartment Survey Shows Lower Vacancy Rate, Higher Rents. December 19, 2007. Available: [http://news.ucdavis.edu/search/news\\_detail.lasso?id=8362](http://news.ucdavis.edu/search/news_detail.lasso?id=8362). Accessed September 23, 2010.
- . 2008. U.C. Davis News and Information 2008. Vacancy rate rises; so do rents. By Special to the Enterprise. December 23, 2008. Available: [http://www.news.ucdavis.edu/in\\_the\\_news/full\\_text/printable\\_clip.lasso?id=26201](http://www.news.ucdavis.edu/in_the_news/full_text/printable_clip.lasso?id=26201). Accessed October 6, 2010.
- U.S. Army Corps of Engineers and Sacramento Area Flood Control Agency. 2007 (October). *Cultural Resources Inventory Reports, Part 1, Natomas Levee Improvement Program Landside Improvements Project, Sacramento and Sutter Counties, California*. Sacramento, CA. Prepared by EDAW (now AECOM), Sacramento, CA.

- . 2010. *DEIS/DEIR American River Watershed Common Features Project Natomas Post-authorization Change Report/Natomas Levee Improvement Program, Phase 4b Landside Improvements Project*. SCH 2009112025. Sacramento, CA.
- U.S. Army Corps of Engineers and West Sacramento Area Flood Control Agency. 2010. *West Sacramento Levee Improvements Program 408 Permission EIS/EIR Draft-May 2010*. Sacramento and West Sacramento, CA.
- U.S. Fish and Wildlife Service. 1999 (July 9). *Conservation Guidelines for the Valley Elderberry Longhorn Beetle*. Sacramento Fish and Wildlife Office, Sacramento, CA.
- . 2005. Sacramento Fish and Wildlife Office Online Species Account for the Valley Elderberry Longhorn Beetle. Available: [http://www.fws.gov/pacific/sacramento/es/animal\\_spp\\_acct/valley\\_elderberry\\_longhorn\\_beetl.htm](http://www.fws.gov/pacific/sacramento/es/animal_spp_acct/valley_elderberry_longhorn_beetl.htm). Accessed December 01, 2010.
- USACE and SAFCA. See U.S. Army Corps of Engineers and Sacramento Area Flood Control Agency.
- USACE and WSAFCA. See U.S. Army Corps of Engineers and West Sacramento Area Flood Control Agency.
- USFWS. See U.S. Fish and Wildlife Service.
- Wallace Kuhl & Associates. 1997 (May). *Environmental Site Assessment, East Riverfront Property, West Sacramento, California*. WKA No. 2280.28. West Sacramento, CA.
- West Sacramento Historical Society. 2004. *Images of America: West Sacramento*. San Francisco, CA: Arcadia Publishing.
- Williams, T. A. 1993. *Current Views on the Deposition and Sequence Stratigraphy of the Great Valley Group, Sacramento Basin*.
- Wilson, N. and A. Towne. 1978. Nisenan. In *Handbook of North American Indians*, Volume 8. Smithsonian Institution. Washington, D.C.
- Woodbridge, B. 1998. Swainson's Hawk (*Buteo swainsoni*). In *The Riparian Bird Conservation Plan: a strategy for reversing the decline of riparian-associated birds in California*. California Partners in Flight. Available: [http://www.prbo.org/calpif/htmldocs/riparian\\_v-2.html](http://www.prbo.org/calpif/htmldocs/riparian_v-2.html). Accessed August 2007.
- Wulzen, W. 2009. *Archaeological Survey Report for the CIHC Master Plan and Phase 1 Development*. California Department of Parks and Recreation, Sacramento, CA.
- Yolo County. 2010a. Employment and Social Services: Homeless. Available: <http://www.yolocounty.org/Index.aspx?page=545>>. Accessed November 23, 2010.





- . 2010b. *One Piece at a Time: Ending and Preventing Homelessness for Yolo County Residents 2010–2020*. Available: <http://www.yolocounty.org/Index.aspx?page=1834>. Accessed December 01, 2010.
- Yolo County Homeless and Poverty Action Coalition. 2009. *2009 Homeless Census Data Report*. Woodland, CA.
- Yolo Natural Heritage. 2010. Available: <http://yoloconservationplan.org/>. Accessed October 22, 2010.
- Yolo-Solano Air Quality Management District. 2007 (July 11). *Handbook for Assessing and Mitigating Air Quality Impacts*. Davis, CA.
- YSAQMD. See Yolo-Solano Air Quality Management District.
- Zeiner, David C., William F. Laudenslayer, Kenneth E. Mayer, and Marshall White. 1990. *California's Wildlife – Volume II – Birds*. California Department of Fish and Game. Sacramento, CA.



Luiseno weaver, C.1900  
Courtesy of the Braun Research Library  
Autry National Center of the American West  
Los Angeles; #P.1507

*This page intentionally left blank.*

## CALIFORNIA STATE PARKS

### Capital District

Catherine Taylor  
Mark Hada  
Peter Larsen

District Superintendent  
Public Safety Superintendent  
Project Assistant

### Northern Service Center

Maria Baranowski  
Sarah Fonseca  
Laurie Archambault  
Roy Martin  
Heidi West  
Warren Wulzen (retired)  
Steve Hilton  
Dan Osanna  
Pati DuMont  
Gary Waldron  
Warren Westrup

Senior Architect, CIHC Project Manager  
CIHC Project Assistant  
Senior Environmental Scientist  
Environmental Scientist  
Environmental Coordinator  
Associate State Archeologist  
Associate State Archeologist  
State Historian  
Staff Park and Recreation Specialist  
Resources Manager  
Special Project Manager

### Planning Division

Scott Green  
Dave Keck (retired)

Associate State Archaeologist  
Senior Landscape Architect

### State Indian Museum

Rob Wood (retired)  
Ileana Maestas

CIHC Project Coordinator  
Museum Curator

## CITY OF WEST SACRAMENTO

### Redevelopment Agency

Jim Bermudez

Senior Program Manager

### Department of Parks & Recreation

Dave Shpak

Park Development Manager

### AECOM

Allen Folks  
Petra Unger  
Dawn Einwalter  
Josh Lathan  
Sangwoo Lee

Principal in Charge  
Project Manager  
Planner  
Project Coordinator  
Urban Designer



Lorrie Jo Williams  
Brian Perry  
Angel Tomes  
Brian Ludwig  
Ellen Pimentel  
Eryn Pimentel  
Melinda Rivasplata  
Jake Weirich  
Michael Wolf  
Christy Seifert  
Gayiety Lane  
Debby Jew

Graphic Artist  
Graphic Artist  
Cultural Resource Specialist  
Senior Cultural Resources Specialist  
Restoration Ecologist  
Geographic Information Systems Specialist  
Environmental Planner  
Environmental Analyst  
Air Quality Specialist  
Technical Editor  
Word Processing  
Word Processing

**FEHR AND PEERS**

David Carter  
Bob Grandy

Transportation Planner / Engineer  
Principal

**NORTH STATE RESOURCES**

Thomas Gates

Cultural Liaison

**INDEPENDENT CONSULTANT**

Joe Goeden

Community Liaison

# Appendix A

---

## Master Agreement and Amendment 1

---



# MASTER AGREEMENT

BY AND AMONG  
THE REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO,  
THE CITY OF WEST SACRAMENTO, AND  
CALIFORNIA STATE PARKS, WITH THE CONCURRENCE OF THE CIHC TASK FORCE,  
FOR THE DEVELOPMENT OF  
THE CALIFORNIA INDIAN HERITAGE CENTER AND STATE PARK

This Master Agreement ("Master Agreement") is entered into as of this 18<sup>th</sup> day of June 2008, by and among the REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO, a California redevelopment agency ("AGENCY"), the CITY OF WEST SACRAMENTO, a municipal corporation ("CITY"), and the STATE OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION, a division of the State of California ("STATE PARKS") (collectively, the "PARTIES"), with the concurrence of the California Indian Heritage Center Task Force ("TASK FORCE").

## RECITALS

WHEREAS, the California Legislature established the TASK FORCE to advise and make recommendations to STATE PARKS regarding the development of a new California Indian Heritage Center ("CIHC"), including its location, design, content, and governance structure; and

WHEREAS, TASK FORCE made a motion at its May 23, 2007, meeting for a preferred site, and this recommendation has been accepted by STATE PARKS; and

WHEREAS, the recommended site is an approximately 43-acre parcel commonly known as the East Riverfront Property ("Property"), owned by AGENCY and located on the Sacramento River, opposite the confluence of the Sacramento and American rivers; and

WHEREAS, CITY desires to see the development of the CIHC and a state park (collectively, the "Project") on the Property, provided it is developed, maintained and operated in a manner consistent with this Master Agreement and all of its attached exhibits and documents incorporated herein by reference, and also provided that the community has been provided with a sufficient opportunity to provide input; and

WHEREAS, STATE PARKS understands that development of the CIHC must be consistent with the community and Riverfront Master Plan and that development of the CIHC must allow for the development of a Riverfront Path across a CITY-owned easement along the Property.

## AGREEMENT

NOW, THEREFORE, IT IS HEREBY AGREED, by and among the PARTIES hereto, as follows:

1. **RECITALS.** All of the above recitals are incorporated herein by reference.

2. **DEFINITIONS.** The following terms have the meanings set forth below wherever used in this Master Agreement, attached exhibits, and documents incorporated herein by reference:

A. **"AGENCY"** means the Redevelopment Agency of the City of West Sacramento, a California redevelopment agency, and any assigns, transferees, or successors-in-interest.

B. **"CEQA"** means the California Environmental Quality Act.

C. **"CENTRAL VALLEY FLOOD PROTECTION BOARD,"** formerly the "Reclamation Board," means the body described in California Water Code sections 8520, et seq., having authority over operation and maintenance of the existing flood control system along the Sacramento River.

D. **"CIHC"** means the California Indian Heritage Center which is a facility that will be maintained by STATE PARKS for purposes of preserving the cultural heritage of California's Indian Tribes and providing educational opportunities to all California residents and visitors.

E. **"CIHC FOUNDATION"** means a 501(c)(3) nonprofit, public benefit corporation that has been established to support the operations of the California Indian Heritage Center through an agreement with STATE PARKS.

F. **"CITY"** means the City of West Sacramento, California, a municipal corporation.

G. **"COMMUNITY ADVISORY GROUP"** means a group formed to advise STATE PARKS on the Project during the course of the development of the General Plan and specific Project plans.

H. **"PROPERTY ACQUISITION AGREEMENT"** means that agreement providing the process whereby the Property will be conveyed from AGENCY to STATE PARKS upon timely exercise of the Option.

I. **"FLOOD PLAN"** means the overall plan for improvement of the levees and other flood control improvements as described in the Final Engineer's Report dated July 16, 2007 and prepared for the City of West Sacramento and the West Sacramento Flood Control Agency.

J. **"GENERAL PLAN"** means the plan for development of this Project mandated for all state park units by California Public Resources Code section 5002.2. As a primary management document for a unit of the State Park System, this General Plan establishes the purpose and management direction for the future and constitutes "program level" CEQA compliance. The plan provides vision, goals, and guidelines for future management decisions and Project development and shall include at least the following components in sufficient detail to permit meaningful review and approval by the Agency:

- (1) Design standards;
- (2) Traffic and transportation;



(3) Parking;

(4) Security.

K. **"GIFT DEED or DEED"** means the deed by which the Property will be transferred from AGENCY to STATE PARKS, provided all requisite conditions have been satisfied.

L. **"MANAGEMENT and OPERATION PLAN"** means the initial plan by which STATE PARKS proposes to manage and operate the Project after construction and development are complete. Portions of the Management and Operation Plan may be incorporated into the General Plan.

M. **"MASTER PLAN"** means the overall plan for the site and facilities developed by STATE PARKS with input from the City of West Sacramento and the Community Advisory Group, and guidance from the CIHC TASK FORCE, CIHC Foundation, and Indian advisors, which includes conceptual interpretive and architectural programs that reflect values expressed by the California Indian community.

N. **"MEMORANDUM OF UNDERSTANDING" or "MOU"** means the agreement by which CITY and STATE PARKS will delineate the policing responsibilities for the Property and the facilities.

O. **"OPTION"** means the conditional right related to the transfer of the Property provided in the Option Agreement.

P. **"OPTION AGREEMENT"** means that agreement, executed simultaneously with this Master Agreement, setting out the terms and conditions for the exercise of the Option.

Q. **"OPTION TERM"** means the period of seven (7) years following the execution of the Master Agreement when STATE PARKS may exercise the Option.

R. **"PROJECT"** means the CIHC and any related improvements and the land on which they sit, and all adjacent state park land.

S. **"PROPERTY"** means the East Riverfront Property, as described in Exhibit A-1 to the Option Agreement.

T. **"RIVERFRONT MASTER PLAN"** means the plan that was jointly developed in 2003 by the City of West Sacramento and the City of Sacramento which contains recommendations regarding the Property, including the recommendation that the Property be used as a state park.

U. **"RIVERFRONT PATH"** means the pedestrian and non-motorized vehicle path(s) that will be laid over the easement that is reserved by the Deed.

V. **"STATE PARKS"** means the State of California Department of Parks and Recreation, a division of the State of California.

W. **"TASK FORCE"** means the California Indian Heritage Center Task Force.

X. **“TRAFFIC THRESHOLD”** means the projected level of traffic, expressed in number of trips, studied in the General Plan and the Environmental Impact Report.

3. **PURPOSE AND RESPONSIBILITIES.** The purpose of this Master Agreement is to establish the roles and responsibilities of AGENCY, CITY, STATE PARKS, and TASK FORCE related to the acquisition, development and management of land for the CIHC. The responsibilities of the PARTIES are as follows:

A. STATE PARKS hereby agrees to plan and design the Project, to act as the lead agency for purposes of the California Environmental Quality Act (“CEQA”), to consult with the community, undertake necessary mitigation, provide improvements, and to resolve concerns to CITY’s reasonable satisfaction, in accordance with this Master Agreement, attached exhibits, and documents incorporated herein by reference.

B. AGENCY hereby agrees to provide STATE PARKS with the Option, as defined in the Option Agreement, attached hereto as Exhibit A and incorporated herein by reference, to have the Property conveyed from AGENCY to STATE PARKS by Gift Deed for the development of the CIHC and a state park, provided that STATE PARKS meets all the conditions set forth herein and in the Option. STATE PARKS reserves the right to accept the Property for the development of the CIHC and the state park, pursuant to the Option Agreement.

C. AGENCY hereby agrees to provide a lease to STATE PARKS for the purpose of conducting environmental studies, planning, and design on the Property, provided that STATE PARKS meets all the conditions set forth herein and in the Ground Lease, attached hereto as Exhibit B. The intent of the lease is to enable STATE PARKS to qualify for bond funding to pursue design of the Project. The term of the lease will commence upon adoption of the General Plan and Environmental Impact Report (“EIR”), and will end upon termination or exercise of the Option.

D. STATE PARKS hereby agrees, in accordance with the Gift Deed, attached to the Property Acquisition Agreement, to reserve for CITY an easement across the Property for the Riverfront Path, the Riverfront Path for which STATE PARKS shall be responsible for improving.

E. STATE PARKS, in accordance with the Management and Operation Plan, attached hereto as Exhibit C and incorporated herein by reference, shall be responsible for the management and operation of the Project.

F. CITY and STATE PARKS, in accordance with a Memorandum of Understanding (“MOU”) to be entered into at a future date, agree to provide policing for the Property once title to the Property is conveyed to STATE PARKS following the exercise of the Option. The MOU that will be entered into shall be consistent with the security performance measures and security performance standards that are developed during the Project planning process. Among the performance measures and standards included in and consistent with that MOU shall be a provision that STATE PARKS shall provide patrol and security services on the Property, including assignment of sworn officers, at a level comparable to other state park units with similar characteristics, including setting within the urban area, size of property, value of improvements, and number of visitors and public safety issues and occurrences. STATE PARKS shall patrol the entire Riverfront Path from the Broderick Boat Ramp to the Department of Water Resources property (APN 014-131-02).

G. If STATE PARKS does not provide the level of patrol and security services to the Project described above, then STATE PARKS will be in default of this Master Agreement, and CITY will have the ordinary remedies available.

#### 4. **COMMUNITY INVOLVEMENT AND PLANNING PROCESS.**

A. CITY and STATE PARKS shall establish a Community Advisory Group consisting of individuals representing key constituencies and neighborhoods to advise STATE PARKS on the Project during the course of the development of the General Plan and specific Project plan. Members of the Community Advisory Group representing CITY's interests shall be appointed by the Mayor and approved by the City Council; STATE PARKS may also appoint members to the Community Advisory Group. A seat on the board of the CIHC Foundation shall be reserved for a community member to be appointed by CITY's Mayor and confirmed by City Council.

B. STATE PARKS shall undertake a design and environmental review process, with identified milestones, and shall be primarily responsible for preparing a Master Plan, a General Plan, and specific plans and designs to guide planning for the Project in a phased development strategy. STATE PARKS shall make presentations to the City Council at the following milestones in the design and environmental review process based on the Schedule of Performance attached to the Property Acquisition Agreement:

- Upon completion of a Project description for CEQA
- Upon publication of the Draft EIR
- Prior to presentation of the Final EIR to the California State Parks Commission for certification and adoption of the General Plan
- At commencement of the design phase and during the course of design to obtain public comment on design proposals
- Upon completion of schematic drawings.

C. The City Council shall review and concur with the General Plan before adoption of the General Plan by the California State Parks Commission. STATE PARKS will ensure that General Plan describes early design concepts for the development of the CIHC.

D. STATE PARKS shall provide public notice for each meeting of the TASK FORCE and the California State Parks Commission for which plans and programs related to the Project or Property are to be discussed. This public notice requirement can be satisfied by posting a meeting notice and agenda on the DPR website in accordance with state law for open meetings in accordance with the Bagley-Keene Open Meeting Act. STATE PARKS shall notify CITY via email ten (10) days in advance of the meetings.

E. Following certification of the EIR for the General Plan (as described in Section 5, below) and approval of the General Plan by the California State Parks Commission, the City Council shall review and give its final approval to the General Plan, which approval is a condition to exercise of the Option and a condition to STATE PARKS' right to possess the Property under the terms of the Lease. The City Council's final review and approval shall not be unreasonably withheld and shall be limited to the following:

- (1) Design standards;
- (2) Traffic and transportation;

(3) Parking;

(4) Security.

Final approval of the General Plan shall constitute Project approval by CITY and AGENCY as responsible agencies under CEQA.

## 5. CALIFORNIA ENVIRONMENTAL QUALITY ACT

A. The Parties agree that STATE PARKS shall be the lead agency under CEQA for analysis of the environmental impact of the Project, and CITY and AGENCY shall be responsible agencies. An EIR shall be prepared in accordance with CEQA and its guidelines. The EIR shall identify all feasible mitigation measures for impacts generated by the Project, and the means for implementing them.

B. This Project shall require the satisfaction of applicable requirements of CEQA and applicable federal statutes and regulations, and final approval by the City Council pursuant to Section 4.E of this Agreement, prior to exercise of this Option and the transfer of the Property from AGENCY to STATE PARKS.

(1) Prior to selecting a Preferred Alternative for CEQA analysis, STATE PARKS shall provide a written analysis of projected visitation to the CIHC and the state park. That written analysis shall include comparisons to other museums, parks, and public attractions of similar scope and appeal, as well as to other major tourist attractions in the Sacramento region. The written analysis shall be made available to CITY upon request.

(2) As part of the environmental analysis of the Project conducted through the General Plan, STATE PARKS shall solicit and conduct a thorough traffic and parking impact study, performed by an outside expert. The analysis shall be based on the projected number of visitors and projected trips generated given expected transportation choices of those visitors. The evaluation shall include an analysis of traffic impact on the I Street Bridge and other regional transportation infrastructure, and shall identify feasible mitigation measures for addressing adverse impacts, and the means and schedule for implementing those mitigation measures.

(3) The Project shall be designed to avoid traffic and parking impacts on the surrounding neighborhoods and shall make every effort to minimize the amount of vehicular traffic coming to the site given the projected number of visitors. During Project planning and prior to selecting a preferred alternative, STATE PARKS shall consider alternative access routes and entry points for the Project. No Project-related parking will be permitted on neighborhood streets. STATE PARKS shall employ Transportation Demand Management ("TDM") measures to reduce the total number of trips, and shall apply TDM measures to both employees and visitors to the site.

(4) Design and operation of the Project shall accommodate a variety of transportation solutions and alternative methods for gaining access to the state park. Transportation alternatives shall include, but not be limited to, shuttles, off-site parking, boat or ferry access, bicycle, public transit, pedestrian, carpool, and

charter and school bus accommodations. Transportation solutions shall include special provisions for major events at the site, and shall consider differences in weekday versus weekend trips as well as seasonal variation.

(5) STATE PARKS agrees to undertake additional analysis of traffic and parking, and to consider additional TDM measures, if trip generation to the CIHC exceeds the "traffic threshold" as defined in the EIR and General Plan traffic study by ten percent (10%).

C. AGENCY and CITY will execute and provide documents and agreements (including this Master Agreement), attend meetings and make approvals and determinations in an effort to satisfy CEQA requirements. To the extent that AGENCY or CITY has received various environmental credits or benefits associated with the Property (i.e., endangered species credits and/or banking rights), STATE PARKS shall be entitled to the use and benefit thereof for specific application to the development of the Property. Should the Property revert to AGENCY pursuant to the Gift Deed described in Section 2.K. above, such STATE PARKS' entitlement shall cease and be of no force and effect. AGENCY or CITY shall have all of the powers for the Project accorded a responsible agency under CEQA.

D. STATE PARKS shall defend, indemnify, and hold harmless AGENCY and CITY and their agents, officers and employees from any claim, action or proceeding against AGENCY or CITY, or their agents, officers, attorneys, elected officials, consultants (whether professional, legal, technical, or other), independent contractors and employees ("Agents") from any and all damage, liability or loss, or any claim of damage, liability or loss, including, without limitation, attorneys' fees or costs (including, but not limited to, claims for "private attorney general" or similar fees), connected with or arising from CITY or AGENCY's exercising of its responsibilities as cited in Paragraph 5.C., above and any proceeding or alternative dispute resolution process (collectively, "Action") against AGENCY, CITY or Agents designed to: (1) attack, set aside, void, or annul the actions of AGENCY, CITY or Agents in any way related to the Project and/or environmental review for the Project; or (2) to impose personal liability against Agents resulting from or arising out of AGENCY's or CITY's compliance with CEQA. AGENCY and CITY shall promptly notify STATE PARKS of any such claim, action or proceeding and shall fully cooperate with STATE PARKS in the defense of such claim, action or proceeding.

6. **OWNERSHIP.** Upon transfer of ownership of the Property to STATE PARKS and in accordance with the Gift Deed, the Property shall remain permanently a state park owned and operated by STATE PARKS and shall under no circumstances be transferred, assigned, sold, or conveyed to any other person or entity without AGENCY's approval, except to CITY or AGENCY.

## 7. **PLANNING, DESIGN AND CONSTRUCTION**

A. STATE PARKS shall plan for the development of the Project, as per the Planning Process Flowchart, attached hereto as Exhibit D and incorporated herein by reference.

B. Design of the Project and any buildings and permanent structures on the site shall be harmonious with nature and the setting along the riverfront and consistent with the approved General Plan. Any facilities located on the landward side of the levee shall be designed with consideration for and sensitive to the surrounding neighborhood context. Design of the Project shall include public art elements.

(1) Parking areas constructed for the Project shall be at grade and designed to shield surrounding neighborhoods from visual impacts and from light and noise. Parking areas shall be attractively landscaped, and shall be located behind compatible uses or screened from view from surrounding streets to the greatest extent possible.

(2) STATE PARKS shall include site enhancements to create a more natural state that will include a demonstration area and showcase of California's natural environment. Any habitat created for the Project on the site that is eligible for use as mitigation for impacts generated by CITY'S flood protection program and is in excess of the Project's required mitigation shall be credited to CITY'S flood protection program.

(3) STATE PARKS shall improve the Riverfront Path downstream from the Property to connect with the Broderick boat ramp, and assure that the Riverfront Path is continuous and connected with trail extensions both upstream and downstream from the Property. STATE PARKS will assure that a continuous pathway is made between the northern boundary of the Property to the Broderick boat ramp located south of the Property as part of and commensurate with the Project, using the best possible alternative.

C. STATE PARKS shall develop the Project as per the Schedule of Performance, attached hereto as Exhibit E and incorporated herein by reference. Failure to make progress on the tasks or to meet the milestones stated in the schedule shall constitute a default.

D. CITY and AGENCY shall have no responsibility for paying for the Project. STATE PARKS shall be responsible for raising all the money needed to improve and operate the Project. It is understood that a 501(c)(3) nonprofit, public benefit corporation has been established for the purposes of soliciting and gathering private donations for the Project.

8. **FLOOD PROTECTION.** The Property is located within the flood plain of the Sacramento River and is bordered by the flood protection levee that is included in the assessment area for the West Sacramento Flood Protection Agency. Certain improvements have been identified in the Final Engineer's Report dated July 16, 2007, which is attached hereto as Exhibit F, as necessary in this levee segment, but the improvements have not been scheduled. STATE PARKS and CITY shall cooperate in planning and implementing necessary flood protection improvements. STATE PARKS shall participate in the costs of the flood control improvements by timely payment of the total assessment amount unless prohibited by state law, either annually or in advance. STATE PARKS must also pay an in-lieu fee equivalent to the amount of the flood impact fee that would be assessed on a private development of the same size and scope as the Project. The amount of the assessment and of the in-lieu fee will be determined by the adopted programs for each and future amendments thereto.

If STATE PARKS chooses to pursue levee improvements on the Property sooner than otherwise scheduled in CITY's flood protection program, or that levee improvements beyond what CITY had planned are required for the Project, then STATE PARKS will assume all additional costs to reschedule the improvements (including, but not limited to, design fees, construction mobilization, and other costs associated with re-prioritization of the levee improvements). If the scheduled levee improvements on the Property cause delay to the Project and it is cost prohibitive to reschedule given the costs as outlined above, then the

PARTIES will adjust the Schedule of Performance commensurate with the levee improvement schedule.

9. **PARK MANAGEMENT.** The following requirements are further described in the Management and Operation Plan, attached hereto as Exhibit C and incorporated herein by reference.

A. Operation and management of the Property and the Project shall be consistent with the mission and guiding values of STATE PARKS, for the benefit of the general public, including recreational, educational, and cultural purposes. Neither the Property nor the Project shall ever be used for a casino or other purpose unrelated to the mission of STATE PARKS.

B. STATE PARKS shall have primary responsibility and ultimate authority for management and operation of the Project. A 501(c) (3) nonprofit, public benefit corporation has been established to advise on and participate in the operations and programming of interpretive, educational, and exhibition activities of the CIHC. The CIHC Foundation will include a West Sacramento community representative, appointed by the Mayor and approved by the City Council.

C. STATE PARKS shall consult with the City Council and the community to evaluate additional impacts and mitigations if traffic generated by the Project exceeds by ten percent (10%) the traffic threshold as defined in the General Plan and EIR.

D. Overnight camping on the Property shall be restricted to educational programs and limited in the number of participants. No permanent camping facilities or accommodations shall be constructed on the Property.

E. STATE PARKS shall assure that free public access from and to the Riverfront Path is available during daylight hours; access must be unobstructed and without charge. This free public access may be interrupted for special events on the site for no more than six (6) hours at a time and no more than twice each year. Public access to the river for recreation and fishing shall be restricted only by the permitting and seasonal restrictions applying on the rest of the Sacramento River within CITY.

F. Any parking or admission fees shall be structured to prevent spillover effects to neighborhood streets. STATE PARKS shall periodically survey neighborhood streets for parking by visitors to the Project and shall work with CITY to undertake enforcement and management activities to divert visitor parking to designated areas.

G. STATE PARKS and CITY agree to cooperate in pursuing a non-motorized vehicle bridge across the Sacramento River, identified in the Riverfront Master Plan, connecting the Property with the Richards Boulevard and Tiscornia Park area on the opposite shore.

10. **EFFECTIVE DATE.** This Master Agreement shall be effective as of the date all PARTIES to this Master Agreement have executed it.

11. **GENERAL PROVISIONS**

A. Non-Liability of Officials, Employees and Agents. No member, official, director, employee, or agent of AGENCY or CITY shall be personally liable to STATE PARKS or third-party beneficiaries for any obligation created under the terms of this Master Agreement.

B. Indemnity. In addition to the indemnification provided in Section 5.D., above, STATE PARKS shall indemnify and hold CITY and AGENCY and their members, officials, directors, employees, and agents, harmless against any losses, damages, liabilities, claims, demands, judgments, actions, court costs, and legal or other expenses (including attorneys' fees) which CITY or AGENCY may incur as a result of (1) STATE PARKS' failure to perform any material obligations as required by this Master Agreement; (2) a failure of any of STATE PARKS' representations or warranties under this Master Agreement to be true and complete in any material respect; or (3) any material breach, act or omission by STATE PARKS, management agent, contractors, subcontractors, or suppliers with respect to the Project, except if the loss is caused by the sole negligence or willful misconduct of CITY or AGENCY. STATE PARKS shall pay immediately upon CITY's or AGENCY's demand any amounts owing under this indemnity. The duty of STATE PARKS to indemnify includes the duty to defend CITY and AGENCY in any court action, administrative action, or other proceeding brought by any third party arising from the Project. STATE PARKS' duty to indemnify CITY and AGENCY shall survive the term of this Master Agreement.

C. Governing Law. This Master Agreement shall be interpreted under and be governed by the laws of the State of California. In any action brought to enforce this Master Agreement, venue shall be in Yolo County, California or in the appropriate federal court.

D. Attorneys' Fees and Costs. In the event that a legal or administrative action is brought to interpret or enforce the terms of this Master Agreement, the prevailing PARTIES shall be entitled to recover all attorneys' fees and costs incurred in such action.

E. Time. Time is of the essence in this Master Agreement.

F. Consents and Approvals. Any consent or approval required under this Master Agreement shall not be unreasonably withheld.

G. Notices, Demands, and Communications. Formal notices, demands, and communications by and among AGENCY, CITY and STATE PARKS shall be given by United States Mail, registered or certified mail, postage prepaid, return receipt requested, or delivered personally, to the principal offices as follows, or if any such office is relocated, to the new address specified by the relocated party:

REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO  
1110 West Capitol Avenue  
West Sacramento, CA 95691  
ATTN: Director of Housing and Community Investment

CITY OF WEST SACRAMENTO  
1110 West Capitol Avenue  
West Sacramento, CA 95691  
ATTN: City Manager



CALIFORNIA STATE PARKS  
CAPITOL DISTRICT  
111 "I" Street  
Sacramento, CA 95814  
ATTN: Catherine Taylor, Superintendent, Capital District

CALIFORNIA INDIAN HERITAGE CENTER FOUNDATION  
2618 "K" Street  
Sacramento, CA 95816  
ATTN: Larry Myers, Chairman

H. Remedies. On the occurrence of any default, in addition to its other rights in this Master Agreement, attached exhibits, or documents incorporated herein by reference, at law, or in equity, and subject to the cure rights described in Section I below, a non-defaulting Party may exercise any one or more of the following rights and remedies:

(1) Proceed as authorized at law or in equity with respect to the default, and in connection with that, remain entitled to exercise all other rights and remedies described in this Master Agreement, attached exhibits, or documents incorporated herein by reference.

(2) Recover, in the event of any litigation, arbitration or other legal proceeding in which any Party seeks to enforce its rights under this Master Agreement or the documents attached to this Master Agreement or to recover damages for the breach thereof, and in the event Party or Parties seeking to enforce rights prevails, legal costs and expenses, including, but not limited to, attorneys' fees from the non-prevailing Party or Parties, whether such costs and expenses are incurred in connection with trial court proceedings, on appeal, in bankruptcy or other insolvency proceedings, in post-judgment collection proceedings, or otherwise.

I. Cure Rights. Each Party shall give each of the other PARTIES written notice of default under the Master Agreement thirty (30) days prior to enforcing remedies for such default. During the thirty-(30) day notice period, the defaulting Party or any other Party shall have the right to cure the default. Default must be completely cured within the thirty-(30) day notice period.

J. Survivorship: Any responsibility of STATE PARKS for warranties, indemnity, record-keeping or compliance with laws with respect to this Master Agreement, attached exhibits, and documents incorporated herein by reference shall not be invalidated due to the expiration, termination or cancellation of this Master Agreement.

K. Relationship of PARTIES. The relationship of PARTIES for this Project during the term of this Master Agreement shall not be construed as a joint venture, equity venture, or partnership. Neither CITY nor AGENCY undertakes or assumes any responsibility or duty to STATE PARKS or to any third party with respect to the operation of the Project or the actions of STATE PARKS. Except as CITY or AGENCY may specify in writing, STATE PARKS shall have no authority to act as an agent of CITY or AGENCY or to bind CITY or AGENCY to any obligation.

L. Waiver. Any waiver by any of the PARTIES of any obligation in this Master Agreement must be in writing. No waiver will be implied from any delay or failure by any Party to take action on any breach or default of STATE PARKS or to pursue any remedy allowed under this Master Agreement or applicable law. Any extension of time granted to STATE PARKS to perform any obligation under this Master Agreement shall not operate as a waiver or release from any of its obligations under this Master Agreement. Consent by any Party to any act or omission by another Party shall not be construed to be a consent to any other or subsequent act or omission or to waive the requirement for any Party without written consent to future waivers.

M. Other Agreements. The PARTIES represent that they have not entered into any agreements that would restrict or compromise their ability to comply with the terms of this Master Agreement. The PARTIES shall not enter into any agreements that are inconsistent with the terms of this Master Agreement without a written waiver by other PARTIES, which shall not be unreasonably withheld.

N. Good Faith. The PARTIES have negotiated in good faith in the development of this Master Agreement and accompanying documents. It is agreed and acknowledged by the PARTIES that the provisions of this Master Agreement have been arrived at through negotiation, and that all PARTIES have had a full and fair opportunity to revise the provisions of this Master Agreement and to have such provisions reviewed by legal counsel. Therefore, the normal rule of construction that any ambiguities are to be resolved against the drafting Party shall not apply in construing or interpreting this Master Agreement.


O. Other Approvals. For the express purpose of the Project, STATE PARKS shall be responsible for obtaining all other permits or approvals for the Project (including permits or approvals from the United States Corp of Engineers, the Central Valley Flood Protection Board, etc.). CITY and AGENCY shall cooperate with STATE PARKS to the extent reasonable to assist STATE PARKS in obtaining any needed additional permits or approvals.

P. Amendments and Modifications. Any amendments or modifications to this Master Agreement must be in writing, and shall be effective only if executed by AGENCY, CITY and STATE PARKS.

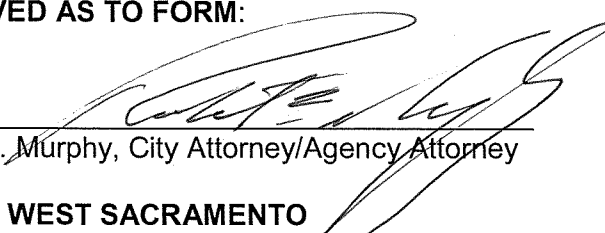
**REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO**

By:   
Christopher Cabaldon, Chair

**ATTEST:**

  
Kryss Rankin, Agency Clerk

APPROVED AS TO FORM:

  
\_\_\_\_\_  
Robert E. Murphy, City Attorney/Agency Attorney

**CITY OF WEST SACRAMENTO**

By:   
\_\_\_\_\_  
Christopher Cabaldon, Mayor

**CALIFORNIA STATE PARKS**

BY:   
\_\_\_\_\_  
Ruth Coleman, Director

**CONCUR**

**CALIFORNIA INDIAN HERITAGE CENTER FOUNDATION AND TASK FORCE**

By:   
\_\_\_\_\_  
Larry Myers, Chairman

CONFORMED  
COPY

**EXHIBIT A**  
**TO THE MASTER AGREEMENT**  
**FOR THE DEVELOPMENT OF**  
**THE CALIFORNIA INDIAN HERITAGE CENTER AND STATE PARK**  
**OPTION AGREEMENT**

This Option Agreement ("Option Agreement") is made this \_\_\_ day of \_\_\_\_\_ 2008 by and between the REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO, a California redevelopment agency ("AGENCY"), and the STATE OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION, a division of the State of California ("STATE PARKS") (collectively, the "PARTIES").

**RECITALS**

A. AGENCY is the owner of an undivided, one hundred percent (100%) interest in that certain unimproved real property, Yolo County APNs 014-610-004, 014-610-010, 014-610-014, 014-610-020, 014-620-003, 014-620-010, 014-620-012, 014-620-014, 014-760-020, and 014-760-023, containing approximately 43 acres of land, commonly known as the East Riverfront Property in West Sacramento, California (the "Property"), and further described as shown in Exhibit A-1, attached hereto and incorporated herein by reference.

B. The Property is within the Redevelopment Project Area, as defined in California Health & Safety Code section 33320.1 and is subject to the City of West Sacramento (the "City") Redevelopment Plan as developed for the Property.

C. STATE PARKS acknowledges that AGENCY's Property described above would serve as an ideal location for a state park and the California Indian Heritage Center.

D. AGENCY desires to grant to STATE PARKS and STATE PARKS desires to obtain from AGENCY an option to purchase the Property ("the "Option"), as defined below, pursuant to the terms and conditions provided herein.

E. PARTIES agree that the valuable consideration for AGENCY granting STATE PARKS the Property as described herein is the development of an important cultural attraction and state park within the City of West Sacramento. In addition, STATE PARKS will fund improvements on the Property, provide ongoing operations, maintenance and security, thereby making the Property a more valuable part of the community which will exist for the public benefit as defined in the "CIHC: The Developing Vision: Interim Project Planning and Interpretive Programming Report, September 2007," the justification for development of the Project.

NOW, THEREFORE, in exchange for valuable consideration, AGENCY and STATE PARKS agree as follows:

1. **Option to Convey.** AGENCY hereby grants to STATE PARKS an exclusive right, at no cost to STATE PARKS, an option for the conveyance of all of AGENCY's interest in and to the Property on the terms and conditions set forth in this Option Agreement as authorized under Government Code section 15853(d)(1).

2. **Exercise.** Provided STATE PARKS is not in default under this Option Agreement and all conditions to the exercise of the Option set forth in Section 3, below have been completed as provided herein, this Option may be exercised by STATE PARKS upon delivering to AGENCY a copy of the Notice of Exercise of Option, attached hereto as Exhibit A-2, before the expiration of the Option Term which provides that the Option is exercised without condition or qualification. The Notice of Exercise of Option (and all other written communication) shall be delivered to AGENCY by one of the following three (3) methods: (a) certified United States Mail, return receipt requested (in which case the date of delivery shall be the date set forth on the return receipt), (b) a nationally recognized overnight courier (in which case the date such courier's receipt shall verify delivery); or (c) hand delivery. Upon receipt of STATE PARKS' exercise of the Option, AGENCY will provide STATE PARKS with a certified receipt of such notice to demonstrate AGENCY's acceptance of the exercise of the Option. Upon AGENCY's acceptance of the exercise of the Option, AGENCY agrees that it shall not encumber the Property without STATE PARKS' written consent, except to the extent necessary to further a purpose identified in the Master Agreement or this Option Agreement.

3. **Conditions to Exercise Option.** Consistent with the Master Agreement, the following conditions must be satisfied prior to the Exercise of the Option:

a. The CEQA review process of the General Plan must be completed, including the resolution of all challenges and the running of the statute of limitations;

b. The CITY shall have provided its final approval to the General Plan consistent with the Master Agreement.

c. STATE PARKS has completed the design process for the initial phase of the Project and all design plans and documents have been reviewed by the City Council; and

d. STATE PARKS has demonstrated to the satisfaction of AGENCY that adequate funds are available to complete the first phase of park improvements, and that the improvements are sufficient to open the Project to the public as a state park.

The City Council may in its sole discretion waive conditions 3.c and 3.d.

4. **Term.** The Option shall commence as of the execution of this Option Agreement as described in Section 2, above, and shall expire on June 30, 2015 (the "Option Term") unless extended by mutual agreement of the PARTIES.

5. **Automatic Termination and Quitclaim Deed.**

a. If STATE PARKS fails to exercise the Option by the end of the Option Term, or the Option Term is not extended by mutual agreement of the PARTIES in accordance with the terms and conditions of this Option Agreement, then this Option Agreement and the rights of STATE PARKS shall automatically terminate without notice.

b. The PARTIES also agree to the following procedure:

(1) Immediately following delivery of the Notice of Exercise of Option, escrow shall open with the Escrow Holder, as identified in Section 7, below, an executed Quitclaim Deed, attached hereto as Exhibit A-3, quitclaiming STATE PARKS' Option on

the Property, and deliver the executed Quitclaim Deed to the Escrow Holder who will hold the Quitclaim Deed as provided in subsection 5(b)(2), below.

(2) Upon failure of STATE PARKS to properly exercise the Option within the Option Term pursuant to this Option Agreement, AGENCY shall deliver written notice of the expiration of the Option to STATE PARKS and the Escrow Holder. The written notice shall instruct the Escrow Holder to record the Quitclaim Deed ten (10) days after delivery of the written notice, unless additional written instruction is provided by AGENCY prior to the expiration of the ten-(10) day period. Within the ten-(10) day period, any objections or concerns that STATE PARKS has regarding the expiration of the Option shall be communicated to AGENCY for AGENCY's consideration.

6. **Specific Performance.** If AGENCY fails to deliver the Property and STATE PARKS has performed all conditions to the exercise of the Option, then AGENCY agrees that STATE PARKS has the remedy of specific performance.

7. **Escrow.** For purposes of this Option Agreement and the Property Acquisition Agreement, the Escrow Holder shall be the following:

TBD  
ATTN: \_\_\_\_\_

The Escrow Holder shall confirm the date that escrow is opened, in writing to the PARTIES, with STATE PARKS preparing the escrow instructions consistent with this Option Agreement and the Property Acquisition Agreement, attached hereto as Exhibit A-4 and incorporated herein by reference.

8. **Property Acquisition Agreement.** Upon exercise of the Option by STATE PARKS, STATE PARKS shall sign three (3) originals of the Property Acquisition Agreement. It is expressly understood by both AGENCY and STATE PARKS that the Property Acquisition Agreement cannot not be executed by STATE PARKS until acquisition approval has been provided by resolution from the State Public Works Board. STATE PARKS will also deliver to AGENCY for review a copy of the escrow instructions for the Property conveyance.

Within three (3) days of delivery, AGENCY shall (a) execute all three (3) originals of the Property Acquisition Agreement, (b) return one (1) fully executed original to STATE PARKS and deliver one (1) fully executed original to Escrow Holder. Any discrepancies between the Property Acquisition Agreement and the Option Agreement shall be resolved in favor of the terms and conditions set forth in the Property Acquisition Agreement.

9. **Option Personal.** The Option granted hereunder is exclusive to STATE PARKS and may not be transferred to any other party, either voluntarily, involuntarily or by operation of law.

10. **Memorandum of Option Agreement.** The PARTIES shall enter into and cause to be recorded a commercially reasonable form of memorandum of this Option Agreement.

11. **Condemnation or Loss.** In the event that all or any part of the Property is appropriated during the Option Term through the power of eminent domain or in the event of any material loss or damage to the Property is caused by any occurrence, including manmade and natural disasters, during the Option Term, STATE PARKS shall neither have any compensable interest nor be entitled to any portion of any condemnation award, except STATE PARKS shall be

entitled to its proportionate share of any recovery made by AGENCY from a condemning party or to the extent that STATE PARKS recovers from a condemning party on its own behalf. In no event shall CITY or AGENCY be required to bring suit against any condemning party.

12. **Waiver.** Failure of either party at any time to require performance of any provision of this Option Agreement shall not limit that party's right to enforce the provision. Waiver of any breach of a provision shall not be a waiver of any succeeding breach of the provision or a waiver of the provision itself or of any other provision.

13. **Integration.** This Option Agreement and the Master Agreement contain the entire agreement between the PARTIES respecting the Option set forth, and expressly supersedes all previous or contemporaneous agreements, understandings, representations, or statements between the PARTIES respecting this matter.

14. **Survival of Covenants.** Any covenants and agreements that this Option Agreement does not require to be fully performed prior to the expiration of the Option Term shall survive the expiration of the Option Term and shall be fully enforceable after the expiration of the Option Term in accordance with their terms.

15. **Amendments.** The terms and conditions of this Option Agreement may be amended, waived, or discharged only by a written instrument signed by the party against whom enforcement of the amendment, waiver, or discharge is sought.

16. **Counterparts.** This Option Agreement may be executed simultaneously or in counterparts, each of which shall be deemed an original, but all of which together shall constitute one and the same agreement.

17. **Third-Party Rights.** Except for rights provided herein to the City, nothing in this Option Agreement, express or implied, is intended to confer on any person, other than the PARTIES and their respective successors and assigns, any rights or remedies under or by reason of this Option Agreement.

18. **Construction.** Headings at the beginning of each section and subsection are solely for the convenience of the PARTIES herein, and are not a part of and shall not be used to interpret this Option Agreement. The singular form shall include plural and vice versa. This Option Agreement shall not be construed as if it had been prepared by one of the PARTIES, but rather as if both PARTIES have prepared it. Unless otherwise indicated, all references to sections are to this Option Agreement.

## REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO

By: \_\_\_\_\_  
CHRISTOPHER CABALDON  
Chair

### ATTEST:

By: \_\_\_\_\_  
KRYSS RANKIN

City Clerk

**APPROVED AS TO FORM:**

By: \_\_\_\_\_  
ROBERT E. MURPHY  
Agency Legal Counsel

**STATE OF CALIFORNIA**  
Department of Parks and Recreation

By: \_\_\_\_\_  
STEPHEN R. LEHMAN  
Deputy Director for Acquisition and Development

**DEPARTMENT OF GENERAL SERVICES**

By: \_\_\_\_\_  
JAMES S. MARTIN  
Real Estate Services Section

**STATE PUBLIC WORKS BOARD**

By: \_\_\_\_\_  
Jerry Leong  
Assistant Administrative Secretary



**EXHIBIT A-1**  
[to Option Agreement]

**DESCRIPTION OF PROPERTY**

**EXHIBIT A-2**  
[to Option Agreement]

**NOTICE OF EXERCISE OF OPTION**

**EXHIBIT A-3**  
[to Option Agreement]

**QUITCLAIM DEED**

**EXHIBIT A-4**

Agency: Department of Parks and Recreation  
Project: California Indian Heritage Center  
(CIHC) and State Park/City of West  
Sacramento  
Agency Parcel No: DGS #

**PROPERTY ACQUISITION AGREEMENT**

Deed Dated:  
County: Yolo

Escrow Holder: Old Republic Title Company  
Address: 524 Roseville, CA 95678  
Escrow No: 2202028093-RS

The parties to this Agreement are the undersigned Grantor, hereinafter referred to as GRANTOR, and the STATE OF CALIFORNIA, acting by and through the Department of Parks and Recreation, as authorized by the State Public Works Board, hereinafter referred to as STATE. The parties agree as follows:

1. GRANTOR agrees to grant to STATE certain real property, located in the above named county, and more particularly described in the Gift Deed signed by the GRANTOR and dated as shown above, which deed is herewith delivered to STATE's representative, subject to terms and conditions hereof.
2. GRANTOR, agrees to conveyance of said property to STATE, free and clear of all taxes, liens, encumbrances, assessments, easements, leases, and other defects of title, except the following:
  - (a) Riverfront Path Easement, and other easements or rights of way of record for public roads or public utilities, if any.
  - (b) Exceptions and exclusions numbers \_\_\_ through \_\_\_, (inclusive) contained in the Preliminary Report No. 2202028093-RS issued by Old Republic Title Company, dated as of January 03, 2008.
  - (c) The West Sacramento Area Flood Control Agency assessment and any other CITY assessments.

**THE PROVISIONS ON PAGE (TWO) HEREOF AND THEREAFTER CONSTITUTE A PART OF THIS AGREEMENT**

DATED: \_\_\_\_\_

STATE OF CALIFORNIA  
DEPARTMENT OF PARKS  
AND RECREATION

GRANTOR  
THE REDEVELOPMENT AGENCY OF THE  
CITY OF WEST SACRAMENTO

By: \_\_\_\_\_  
Name: Stephen R. Lehman  
Deputy Director  
Title: Acquisition and Development

By: \_\_\_\_\_  
Name: Christopher Cabaldon  
Title: Chair

Department of General Services

By: \_\_\_\_\_  
Name: James S. Martin, Assistant Chief  
Title: Real Estate Services Section

State Public Works Board

By: \_\_\_\_\_  
Name: Jerry Leong  
Title: Assistant Administrative Secretary

3. STATE shall pay all escrow fees, recording fees (if any), and title insurance premiums incurred in this transaction. The issuance of any escrow instructions shall be the sole responsibility of STATE; GRANTOR, however, may prepare and deliver GRANTOR'S separate escrow instructions, which instructions if submitted shall be followed by escrow officer to the extent they are not inconsistent with STATE's escrow instructions. In the event GRANTOR'S instructions conflict or do not conform with the instructions issued by STATE, the escrow officer shall be instructed not to record the gift deed, disburse funds or close escrow until receiving a written letter signed by both parties giving further instructions on how the conflict or non-conformity is to be resolved. All real estate taxes on the Property shall be apportioned, paid and cancelled as of the Close of Escrow as per Revenue and Taxation Code section 5086.

4. GRANTOR hereby warrants that as of the date of the STATE's first written offer for the purchase of the subject property, the property was vacant and unoccupied by Grantor and/or tenants. GRANTOR also covenants to maintain property in a vacant status until such time that either the STATE purchases the subject property or negotiations are otherwise terminated.

5. Except as to those easements and licenses approved and accepted by STATE, title and possession of the property shall be delivered to STATE immediately upon close of escrow.

6. Upon timely exercise of the Option, as provided in the Option Agreement, GRANTOR agrees to deed the Property to STATE pursuant to the form of Gift Deed (the "Deed"), attached hereto as Exhibit A and incorporated herein by reference, and on the terms and conditions of this Property Acquisition Agreement. At closing, GRANTOR agrees to convey to STATE fee simple title to the Property pursuant to the Deed.

7. STATE agrees to restrict the use of the Property to the following public use: development and operation of a state park, and development of the CIHC to be included as a unit of the California State Park System, including, consistent with the Master Agreement and the General Plan for the park, a Riverfront Path ("Riverfront Path") and any associated uses necessary to operate the above functions. If portions of the Property to be utilized as outlined above, and delineated pursuant to Exhibit A, attached hereto and incorporated herein by reference, are not developed and used for those specific uses in accordance with the Schedule of Performance, depicted in Exhibit B, GRANTOR shall have a reversionary right ("Power of Termination") to the Property in accordance with the Deed and California Civil Code sections 885.010, et seq., upon written notice to STATE.

8. GRANTOR shall reserve in the Gift Deed adequate rights for the purpose of establishing a riverfront pedestrian path. Both GRANTOR and STATE agree that said access thereto is defined as a non-exclusive publicly accessible pathway or pathways, for which access and use shall always be at no cost, and with related pedestrian, bicycle, and non-motorized vehicle amenities, generally located within the property, but mutually located by GRANTOR and STATE during the design and comment process, as described in the Master Agreement. It is further agreed that STATE will design and construct the continuous Riverfront Path along the entire length of the Property and downstream to the Broderick Boat Ramp, at no cost to GRANTOR, and as part of and at the same time as the design and construction of the Project.

9. It is understood by both GRANTOR and STATE that a Schedule of Performance for the delineation of property uses and construction of the Project is incorporated herein as Exhibit B. In the event the default dates as defined in the Schedule of Performance for the Project are not met by STATE or as may be reasonably extended in writing by GRANTOR, the Property shall revert to GRANTOR in accordance with "Power of Termination" as provided in the Gift Deed and the signing of a quitclaim deed by STATE to GRANTOR.\_\_\_\_\_.

10. "Close of Escrow" is defined to be the date the Deed from GRANTOR to STATE for the Property is recorded in the Office of the Yolo County Recorder, which shall occur no later than one hundred eighty (180) days following the receipt of the Notice of Exercise of Option. The Close of Escrow may be extended in writing by mutual agreement of GRANTOR and STATE. Simultaneously with the Close of

Escrow, Escrow Holder shall issue a CLTA Owner's Policy of Title Insurance ("Title Policy") in an amount to be set by STATE PARKS pursuant to the STATE's escrow instructions, attached as Exhibit C (to be provided upon execution).

11. Sole possession of the Property shall be delivered to STATE at the Close of Escrow. During construction of the Project, STATE shall not encumber the Property in any way, nor grant any Property right relating to the Property without the prior written consent of GRANTOR. Should STATE obtain authority to utilize tax exempt bonds to construct the Project, then STATE shall have the authority to enter into site and facility leases needed to accomplish such financing.

12. GRANTOR and STATE each represent and warrant that they have not dealt with real estate brokers in connection with this transaction. GRANTOR and STATE agree to indemnify and hold harmless one another against any loss, liability, damage, cost (including reasonable attorneys' fees), claim, or expense incurred by reason of any brokerage, commission, or finders' fee alleged to be payable because of any act, omission, or statement of the other party.

13. GRANTOR warrants that it is the owner of the Property and has marketable and insurable fee simple title to the Property clear of restrictions, leases, liens, and other encumbrances except as may be permitted in this Agreement. GRANTOR will convey title to the Property by way of this Agreement and the Deed. Other than what has been revealed in dated reports provided to STATE, GRANTOR further hereby represents and warrants to STATE that to the best of GRANTOR'S actual knowledge, and without any independent investigation having been made by GRANTOR, no hazardous materials are located on or under the Property; that there has been no release, storage, treatment, generation, or disposal of any hazardous materials on, under, or from the Property; and that no hazardous materials have been transported from the Property. The term "hazardous materials" when used in this Property Acquisition Agreement shall mean any hazardous waste or hazardous substance as defined in any federal, state, or local statute, ordinance, rule, or regulation applicable to the Property, including, without limitations, the Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended (Title 42 United States Code sections 9601-9675, the Resource Conservation and Recovery Act (Title 42 United States Code sections 6901-6992k), the Carpenter-Presley-Tanner Hazardous Substance Account Act (Health and Safety Code sections 25300-25395.15), and the Hazardous Waste Control Law (Health and Safety Code sections 25100-25250.25). "Hazardous materials" shall also include asbestos or asbestos-containing materials, radon gas, and petroleum or petroleum fractions, whether or not defined as a hazardous waste or hazardous substance in any such statute, ordinance, rule, or regulation.

14. Except as expressly set forth in this Agreement, GRANTOR makes no representations or warranties, express or implied, concerning the condition of the Property, including, without limitation, its environmental condition. GRANTOR has provided STATE with copies of all known site investigations and has no additional knowledge of such investigations or any site contamination. In the event GRANTOR learns of any information bearing on the environmental condition of the Property during the viability of this Property Acquisition Agreement, GRANTOR will forthwith disclose the same to STATE in writing.

15. STATE acknowledges and agrees that, except as otherwise expressly provided in this Agreement, to the maximum extent permitted by law, the conveyance of the Property is made on an "As Is," "Where Is" condition and basis with all faults, and that GRANTOR has no obligation to make repairs, replacements or improvements thereto, except as it relates to Flood Protection program. The terms and conditions set forth herein are the result of arms-length bargaining between entities familiar with transactions of this kind. STATE further acknowledges and agrees that, except as otherwise expressly provided in this Property Acquisition Agreement, GRANTOR has not made, does not make and specifically negates and disclaims any representations, warranties, promises, covenants, agreements or guaranties of any kind or character whatsoever, whether express or implied, oral or written, past, present or future, of as to, concerning or with respect to:

- a. the value of the Property;
- b. the income to be derived from the Property;

- c. the suitability of the Property for any and all activities and uses which STATE may conduct thereon, including the possibilities for future development of the Property;
- d. the habitability, merchantability, marketability, profitability or fitness for a particular purpose of the Property;
- e. the manner, quality, state of repair or lack of repair of the Property;
- f. the nature, quality or condition of the Property, including, without limitation, the water, soil and geology;
- g. the compliance of or by the Property or its operation with any laws, rules, ordinances or regulations of any applicable governmental authority or body;
- h. the manner or quality of the construction or materials, if any, incorporated into the Property;
- i. compliance with any environmental protection, pollution or land use laws, rules, regulations, orders or requirements, including, but not limited to, Title III of the Americans With Disabilities Act of 1990, California Health and Safety Code, the Federal Water Pollution Control Act, the Federal Resource Conservation and Recovery Act, the U.S. Environmental Protection Regulations at 40 C.F.R., Part 261, and Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended, the resource Conservation and Recovery Act of 1976, the Clean Water Act, the Safe Drinking Water Act, the Hazardous Materials Transportation Act, the Toxic Substance Control Act, and regulations promulgated under any of the foregoing;
- j. the presence or absence of hazardous materials at, on, under, or adjacent to the Property;
- k. the content, completeness or accuracy of the due diligence materials or Title Report;
- l. the conformity of the improvements on the Property, if any, to any plans or specifications of the Property, including any plans and specifications that may have been or may be provided to STATE;
- m. the conformity of the Property to past, current or future applicable zoning or building requirements;
- n. deficiency of any drainage;
- o. the fact that all or a portion of the Property may be located on or near an earthquake fault line;
- p. the existence of vested land use, zoning or building entitlements affecting the Property
- q. the land use status of the Property, including, but not limited to, General Plan status, Specific Plan status, zoning status, subdivision status under the California Subdivision Map Act or the subdivision ordinances of the City of West Sacramento or the status of any other governmental entitlement;
- r. the applicability of the Federal or California endangered species acts and the existence of any species protected thereunder;
- s. the availability of water or other utilities to the Property; or
- t. with respect to any other matter.

STATE further acknowledges and agrees that having been given the opportunity to inspect the Property and review information and documentation affecting the Property, STATE is relying solely on its own investigation of the Property, and review of such information and documentation, and not on any information provided or to be provided by GRANTOR, and further, STATE is relying on its extensive experience and knowledge of California real property (including, but not limited to, owning, developing, operating and selling real property similar in character to the Property). Except as expressly provided for in this Agreement or any written amendment or supplement hereto executed and delivered by GRANTOR, GRANTOR shall not be liable or bound in any manner by any oral or written statements, representations or information pertaining to the Property, or the operation thereof, furnished by any real estate broker, agent, employee or any other person.

16. STATE covenants and agrees for itself, its successors, its assigns, and every successor-in-interest to the Property or any part thereof, that there shall be no discrimination against or segregation of any person or group of persons on account of race, color, creed, religion, sex, marital status, ancestry, or national origin in the sale, lease, sublease, transfer, use, occupancy, tenure, or enjoyment of the

Property, nor shall STATE or any person claiming under or through STATE establish or permit any such practice or practices of discrimination or segregation with reference to the selection, location, number, use or occupancy of tenants, lessees, subtenants, sub-lessees, or vendees of the Property. The foregoing covenants shall run with the land in accordance with Section 33438 of the Health and Safety Code and shall remain in effect in perpetuity.

17. STATE shall refrain from restricting the rental, sale, or lease of any portion of the Property on the basis of race, color, creed, religion, sex, marital status, ancestry, or national origin of any person. Pursuant to Sections 33337 and 33436 of the Health and Safety Code or any successor statute, all such deeds, leases, or contracts shall contain or be subject to substantially the following nondiscrimination or non-segregation clauses (refer to subsections c., d., and e. below).

18. STATE may not assign this Agreement or the rights contained in the Deed or transfer the Property without GRANTOR's prior written consent, which may be withheld in GRANTOR's sole and absolute discretion.

19. This Agreement shall bind and inure to the benefit of the respective heirs, personal representatives, successors, and assignees of the PARTIES to this Agreement.

20. No waiver of any breach of any covenant or provision in this Agreement shall be deemed a waiver of any other covenant or provision in this Agreement, and no waiver shall be valid unless in writing and executed by the waiving party.

21. Whenever requested by the other party, each party shall execute, acknowledge, and deliver all further conveyances, agreements, confirmations, satisfactions, releases, powers of attorney, instruments of further assurance, approvals, consents, and all further instruments and documents as may be necessary, expedient, or proper to complete any conveyances, transfers, sales, and agreements covered by this Agreement, and to do all other acts and to execute, acknowledge, and deliver all requested documents to carry out the intent and purpose of this Agreement.

22. Except for the Riverfront Path Easement, the reversionary right contained in the Gift Deed and any other provision adds to provide assurances during the design and fundraising period or other rights expressly reserved for GRANTOR, nothing in this Property Acquisition Agreement, express or implied, is intended to confer on any person, other than the PARTIES to this Agreement and their respective successors and assigns, any rights or remedies under or by reason of this Agreement.

23. The Master Agreement, the Option Agreement, this Property Acquisition Agreement, and their attachments contain the entire agreement between the PARTIES, and expressly supersede all previous or contemporaneous agreements, understandings, representations, or statements between the PARTIES.

24. This Agreement may not be amended or altered except by a written instrument executed by GRANTOR and STATE.

25. If any term or provision of this Agreement shall, to any extent, be held invalid or unenforceable, the remainder of this Agreement shall not be affected, so long as the economic or legal substance of the transactions contemplated hereby is not affected in any manner adverse to either party. Upon such determination that any term or provision is illegal or incapable of being enforced, the PARTIES hereto shall negotiate in good faith to modify this Agreement, so as to effect the original intent of the PARTIES as closely as possible in an acceptable manner to the end that transactions contemplated hereby are fulfilled to the greatest extent possible.

26. All persons executing this Agreement on behalf of any party to this Agreement warrant that they have the authority to execute this Agreement on behalf of that party.



27. The validity, meaning, and effect of this Agreement shall be determined in accordance with California laws. In any action brought to enforce this Regulatory Agreement, venue shall be in Yolo County, California or in the appropriate federal court.

28. All notices, demands, requests, exercises, and other communications under this Agreement by either party shall be in writing and sent by United States Certified Mail, return receipt requested, in which case notice shall be deemed delivered three (3) business days after deposit, postage prepaid in the United States mail, or sent by a nationally recognized overnight courier, in which case notice shall be deemed delivered one (1) business day after deposit with that courier, or sent by telecopy or similar means if a copy of the notice is also sent by United States Certified Mail; in which case notice shall be deemed delivered on transmittal by telecopier or other similar means, provided that a transmission report is generated that reflects the accurate transmission of the notices, as follows:

If to GRANTOR:

Redevelopment Agency of the  
City of West Sacramento  
ATTN: Val Toppenberg  
1110 West Capitol Avenue  
West Sacramento, CA 95691  
Facsimile: (916) 373-5848

With a Copy to:

Kronick Moskovitz Tiedemann & Girard  
ATTN: Robert E. Murphy or  
Jeffrey Mitchell  
400 Capitol Mall, 27<sup>th</sup> Floor  
Sacramento, CA 95814  
Facsimile: (916) 321-4555

If to Grantee (STATE):

California State Parks  
Capital District  
ATTN: Catherine Taylor, District Superintendent  
111 "I" Street  
Sacramento, CA 95814  
Facsimile: (916) 327-5655

29. THIS AGREEMENT HAS NO FORCE AND EFFECT AND IS NOT BINDING ON THE STATE OF CALIFORNIA UNTIL AND UNLESS IT IS AUTHORIZED BY THE STATE PUBLIC WORKS BOARD AT A DULY NOTICED PUBLIC MEETING AND APPROVED BY THE CALIFORNIA STATE DEPARTMENT OF GENERAL SERVICES.

Approval Recommended: \_\_\_\_\_

Ken Anderson, Chief  
Acquisition and Real Property Services Division

**EXHIBIT B**

**TO THE MASTER AGREEMENT  
FOR THE DEVELOPMENT OF  
THE CALIFORNIA INDIAN HERITAGE CENTER AND STATE PARK**

**GROUND LEASE**

This Ground Lease ("Lease") is entered into as of \_\_\_\_\_, 200\_, by and between the REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO, a California redevelopment agency ("Lessor"), and the STATE OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION, a division of the State of California ("Lessee") (collectively, the "Parties").

**RECITALS**

WHEREAS, Lessor is the owner of the real property (the "Property") described in Exhibit A, attached hereto and incorporated herein; and

WHEREAS, Lessor desires to lease the Property to Lessee so that Lessee may conduct environmental studies, preliminary planning and design prior to the exercise of the Option for the Property pursuant to that certain Option Agreement between Lessor and Lessee.

NOW THEREFORE, IT IS HEREBY MUTUALLY AGREED as follows:

Section 1. Premises. Lessor hereby leases to Lessee in exchange for valuable consideration the Property consistent with the terms herein.

Section 2. Term. The term of this Lease shall commence upon final approval by the City Council (as described in the Master Agreement) of the General Plan for the California Indian Heritage Center, and shall end upon either the exercise or termination of the Option to acquire the Property as provided in the Option Agreement, unless such term is sooner terminated as hereinafter provided.

Section 3. Purpose. Lessee shall use the Property solely for the purpose of conducting environmental studies and examining and surveying the Property, as necessary, for planning and design. Lessee shall make no physical changes to the Property, and Lessee shall not limit public access the Property except with advance written approval from Lessor or in order to protect public health and safety. In addition, use of the Property for any reason, except as outlined in the section, shall also require advance written approval from Lessor.

Section 4. Owner in Fee. Lessor covenants that it is the owner in fee title of the Property described in Exhibit A.

Section 5. Assignment and Subleases. Lessee may not assign its rights under this Lease without the written consent of Lessor.

Section 6. Right of Entry. Lessor or its duly authorized representatives may enter upon the Property at any reasonable time to inspect the same or to conduct any testing of the

Property. Lessor shall not make any physical changes to the Property, except as necessary in order to protect public health and safety.

Section 7. Surrender of Possession. Lessee agrees, upon the termination of this Lease for any reason, that Lessee loses all of the rights it has to enter upon the Property provided by this Lease.

Section 8. Default. In the event that Lessee shall be in default in the performance of any obligation on its part to be performed under the terms of this Lease, which default continues for thirty (30) days following notice and demand for correction thereof to Lessee from Lessor, Lessor may exercise any and all remedies granted by law. Further, in the event of a noncurable default, or in the event that Lessee has not reasonably attempted to cure any default within the thirty (30) days following notice and demand for correction, Lessor may terminate this Lease upon thirty (30) days' written notice of termination to Lessee.

Section 9. Indemnification. Lessee shall indemnify, defend (with legal counsel acceptable to Lessor) and hold harmless Lessor and the City, their officers, officials, employees, agents, invitees, and volunteers for any and all claims, suits, actions, damages (including reasonable attorney fees), demands, costs or expenses of any kind or nature by or in favor of any person or entity for any and all loss of life, bodily or personal injury or property damage to the extent arising directly or indirectly out of or from or on account of or in any way related to any activities performed pursuant to this Lease, except such loss or damage which was caused by the sole negligence or willful misconduct of Lessor or the City.

Section 10. Eminent Domain. In the event whole or any part of the Property is taken by eminent domain, Lessee shall not be entitled to any compensation or any portion of any award made to the City or Lessor.

Section 11. Partial Invalidity. If any one or more of the terms, provisions, covenants, or conditions of this Lease shall to any extent be declared invalid, unenforceable, void or voidable for any reason whatsoever by a court of competent jurisdiction, the finding or order or decree of which becomes final, none of the remaining terms, provision, covenants and conditions of this Lease shall be affected thereby, and each provision of this Lease shall be valid and enforceable to the fullest extent permitted by law.

Section 12. Negation of Joint Venture Between Lessor and Lessee. Nothing herein contained shall be in any way construed as expressing or implying that the Parties hereto have joined together in any joint venture or partnership or in any manner have agreed to or are contemplating the sharing of profits and losses among themselves in relation to any matter relating to this Lease.

Section 13. Discrimination. Lessee, its employees and agents, shall not discriminate because of race, age, religion, color, ancestry, sex, physical handicap or national origin, against any person in anyway to the Property or this Lease.

Section 14. Approvals. Whenever consent or approval of either party is required, that party shall not unreasonably withhold such consent or approval. Such consent or approval by Lessor shall only be given in writing, signed by the City Manager or his/her designee. Such consent or approval by Lessee shall be in writing, signed by Lessee's designee.

Section 15. Waivers and Amendments. All waivers of the provisions of this Lease must be in writing and signed by the appropriate official of Lessor or Lessee, and all amendments hereto must be in writing and signed by the appropriate official of Lessor and Lessee. No waiver of any breach of any term or provision of this Lease shall constitute a waiver of any other or future breach of the same or any other term or provision of this Lease.

Section 16. Nonliability of Lessor's and City's Officials, Officers and Employees. No official, officer or employee of Lessor or City shall be personally liable to Lessee, or any successor in interest, in the event of any default or breach by the Lessor for any amount which may become due to Lessee or successor or on any obligation under the terms of this Lease. In such event, Lessee agrees not to bring suit against any such official, officer or employee.

Section 17. Notices. All notices, statements, demands, consents, approvals, authorizations, offers, designations, requests or other communications hereunder by either party to the other shall be in writing and shall be sufficiently given and mailed by United States registered or certified mail, return receipt requested, postage prepaid, and, if to Lessor, addressed to Lessor as follows:

Redevelopment Agency of the City of West Sacramento  
1110 West Capitol Avenue  
West Sacramento, CA 95691  
ATTN: Executive Director

or, if to Lessee, addressed to Lessee as follows:

California State Parks  
Capitol District  
111 "I" Street  
Sacramento, CA 95814  
ATTN: Catherine Taylor, Superintendent, Capital District

Section 18. Compliance. Lessee shall be responsible, during the term of the Lease, for complying with all laws, including federal, state and local, relating to the Property. Lessor shall cooperate with Lessee to the extent reasonable to assist Lessee in complying with any legal requirements related to the Property.

Section 19. Further Assurances. Lessor and Lessee covenant and agree to execute such further documents and instruments as may be necessary to fully carry out the intent of this Lease.

Section 20. Time. Time is of the essence of each and every provision of this Lease.

Section 21. Section Headings. All section headings contained herein are for convenience or reference only and are not intended to define or limit the scope of any provision of this Lease.

Section 22. Execution in Counterparts. This Lease may be executed in any number of counterparts, each of which shall be deemed to be an original, but all together shall constitute but one and the same lease. It is also agreed that separate counterparts of this Lease may separately be executed by Lessor and Lessee, all with the same force and effect as though the same counterpart had been executed by both Lessor and Lessee.

IN WITNESS WHEREOF, Lessor and Lessee have caused this Lease to be executed by their respective officers thereunto duly authorized, all as of the day and year first above written.  
REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO

---

Toby Ross, Executive Director

STATE OF CALIFORNIA  
Department of Parks and Recreation

---

Stephen R. Lehman, Deputy Director  
Acquisition and Development

## EXHIBIT C

**TO THE MASTER AGREEMENT BY AND AMONG  
THE REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO,  
THE CITY OF WEST SACRAMENTO, AND CALIFORNIA STATE PARKS WITH THE  
CONCURRENCE OF THE CIHC TASK FORCE  
FOR THE DEVELOPMENT OF  
THE CALIFORNIA INDIAN HERITAGE CENTER AND STATE PARK**

### **MANAGEMENT AND OPERATIONS PLAN**

#### **GOVERNANCE**

The California Indian Heritage Center ("CIHC") will be owned and operated by California State Parks, Capital District State Museums and Historic Parks, with the assistance of the California Indian Heritage Center Foundation ("CIHCF"), a 501(c)(3) nonprofit, public benefit corporation. The CIHCF will assist State Parks in fulfilling its mission in interpretive, educational and exhibition programming for the Center. The CIHCF relationship with State Parks will be formalized through a Cooperating Association Agreement to be signed between California State Parks and the CIHCF prior to opening of the CIHC. Additionally, it may also be further memorialized through other agreements as may be deemed necessary and appropriate for the proper functioning of the Foundation in fund development activities to build and operate the Center.

It is envisioned that the Center will have a Director to oversee the day-to-day management and operation of the facility. Additional staff will include the following subject areas: interpretation/tour guide, maintenance, retail, museum collections, marketing and fund development, public safety staff, and business management and administrative staff.

#### **HOURS**

The State Park area will be open 7 days per week from dawn to dusk, with access to the river available to visitors. The California Indian Heritage Center will be open 7 days per week from 10:00 a.m. to 5:00 p.m., except for Thanksgiving, Christmas and New Years Days – consistent with standard policy for area State Park operations. Certain evening facility rentals may occur on an occasional basis, and regular community use of facilities may be entertained for no or low cost to encourage community participation in the center. Admission discount and/or membership programs will be explored with the local community for the purpose of fostering greater community involvement in the center. Programming may also occur after daylight hours, however, it will be limited to educational programs and limited in number of participants. No permanent camping facilities or accommodations will be constructed or operated on the property.

#### **PROGRAMS AND EVENTS**

The California Indian Heritage Center is envisioned as world-class facility which showcases the rich cultural diversity of California Indian people through indoor and outdoor interpretive programs, tours, exhibits and cultural activities. A regular School Tour program is planned for spring and fall months. Coordination of programs with the local school district, Arts and Cultural Resources Commission, and the local Parks and Recreation Commission in West Sacramento will be fostered in order to encourage regular community participation in the center and its

activities. An Interpretive Prospectus for the project is available for review online at [www.parks.ca.gov/CIHC](http://www.parks.ca.gov/CIHC). This prospectus provides a broad overview of the themes and programs which are planned for the Center. Through more detailed design development of the project, these themes and programs will be refined and confirmed.

## **MAINTENANCE**

Specific guidelines and standards for maintenance and operation of State Park units are outlined in the Department Operations Manual (DOM) and Department Administrative Manual (DAM). Operation of the facility will conform with these standards.

Regular facility maintenance is conducted by California State Parks, Capital District Maintenance Team. The maintenance team consists of nearly two-dozen highly and moderately skilled individuals in the following positions: restoration specialist, museum electrician, mechanical engineer, stationary engineer, wood working/metal working, general laborers, maintenance aides, and a variety of other classifications to support a broad range of maintenance needs within the District. The Capital District Maintenance Team is led by a Maintenance Chief III (the highest maintenance manager classification in State Parks), two Maintenance Chiefs I and one Maintenance Supervisor.

Ongoing (housekeeping and one to three year repairs), major (three to five year), and deferred maintenance are scheduled through the Department's computerized asset management program (CAMP), and funded through extraordinary funds allocated to the Capital District under Category I Park Maintenance Fund or Roads funds. CAMP also provides a tracking system for ongoing Capital Improvement projects to be suggested for funding through the Department's regular Capital Outlay program through the State Budget process.

## **SAFETY AND SECURITY**

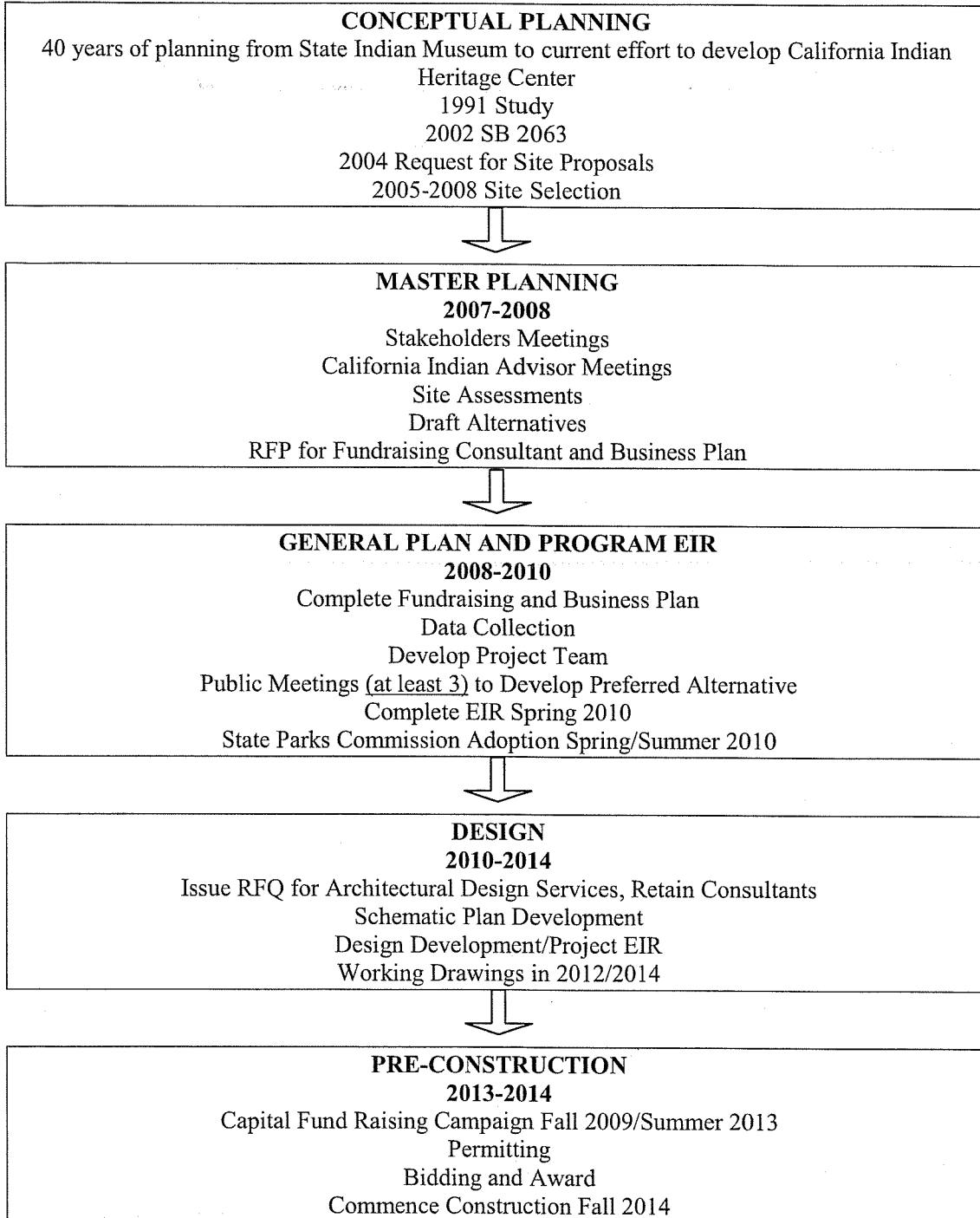
Safety and security of the CIHC will be provided by the Capital District's Public Safety Team which consists of 7 rangers assigned to park units within the District. The Public Safety Team also conducts regular patrols in two-person teams.

With regard to the CIHC, law enforcement will be conducted in accordance with an MOU to be prepared between California State Parks Capital District and the City of West Sacramento. The MOU will be consistent with the security performance measures and the security performance standards to be developed during the project planning process.

Among the performance measures and standards included in and consistent with that MOU shall be a provision that STATE PARKS shall provide patrol and security services on the Property, including assignment of sworn officers, at a level comparable to other state park units with similar characteristics including setting within the urban area, size of property, value of improvements, and number of visitors and public safety issues and occurrences. STATE PARKS shall patrol the entire Riverfront Path from the Broderick Boat Ramp to the Department of Water Resources property (APN 014-131-02).

**EXHIBIT D  
TO THE MASTER AGREEMENT**

**PLANNING PROCESS FLOW CHART**



**OPENING IN SUMMER 2016**



## Exhibit E

### CIHC Project Schedule of Performance

Activity	Target Start Date	Target Completion Date	Default Completion Date
Execute Master Agreement		Spring 2008	September 1, 2008
I. General Planning / Program EIR			
General Plan Preparation – Scoping, Preparation of Preferred Alternatives	Summer 2008	Fall 2008	
Draft Environmental Impact Report (DEIR) with Public Hearing Process	Fall 2008	Fall 2009	
Certification of Final Program Level EIR	Fall 2009	Spring/Summer 2010	
Adoption of General Plan	Spring 2010	Spring/Summer 2010	December 31, 2010
II. Design / Project EIR			
Schematic Design	Summer 2010	Summer 2011	
Prepare Draft Project Level EIR	Summer 2010	Summer 2012	
Preliminary Plans (Phase One)	Summer 2011	Summer 2012	
Approval to Proceed with Working Drawings	Summer 2012	Summer 2013	
Prepare Construction Documents (Phase 1)	Summer 2012	Summer 2014	June 30, 2015
III. Pre-Construction			
Environmental Permitting	Fall 2012	Winter 2014	
Phase One Funding in Place	Summer 2013	Summer 2014	
Approval to Proceed to Bid	Summer 2014	Summer 2015	
Exercise Option Agreement	Summer 2014	Summer 2015	
Finalize Land Transaction (180 day escrow)	Summer 2014	Summer 2015	December 31, 2015
IV. Construction			
Construction Start (Phase One)	Fall 2014	Summer 2016	
Projected Opening Date	Summer 2016	Summer 2018	June 30, 2018

# FINAL ENGINEER'S REPORT

## WEST SACRAMENTO AREA FLOOD CONTROL AGENCY ASSESSMENT DISTRICT



**Prepared for:**  
City of West Sacramento and  
West Sacramento Area Flood Control Agency

**Prepared by:**  
PB

July 16, 2007

# **ENGINEER'S REPORT**

## **WEST SACRAMENTO AREA FLOOD CONTROL AGENCY ASSESSMENT DISTRICT**

**Prepared for:**

City of West Sacramento and  
West Sacramento Area Flood Control Agency

**Prepared by:**

PB

**July 16, 2007**

# TABLE OF CONTENTS

List of Figures.....	ii
List of Tables .....	ii
<b>1.0 INTRODUCTION.....</b>	<b>1-1</b>
1.1 Background .....	1-1
1.2 Purpose of Engineer’s Report.....	1-2
1.3 Authority.....	1-2
<b>2.0 DESCRIPTION OF FUNDED PROJECTS AND ACTIVITIES.....</b>	<b>2-1</b>
2.1 General.....	2-1
2.2 Types of Levee Improvements .....	2-1
2.3 Funded Projects .....	2-4
2.4 Operation and Maintenance .....	2-4
2.5 WSAFCA Startup Activities .....	2-4
2.6 Advances for Levee Investigations .....	2-4
<b>3.0 ESTIMATED COST OF FUNDED PROJECTS AND ACTIVITIES .....</b>	<b>3-1</b>
3.1 General.....	3-1
3.2 Cost Sharing Assumptions .....	3-1
3.3 Estimated Capital Program Costs.....	3-2
3.4 Operation and Maintenance .....	3-4
<b>4.0 FINANCING PLAN.....</b>	<b>4-1</b>
4.1 General.....	4-1
4.2 Key Assumptions.....	4-1
4.3 Cash Flow Analysis .....	4-1
<b>5.0 ASSESSMENT METHODOLOGY .....</b>	<b>5-1</b>
5.1 General.....	5-1
5.2 Flood Damage Reduction Benefit.....	5-1
5.2.1 Structure and Content Damage.....	5-2
5.2.2 Damage to Land .....	5-5
5.2.3 Total Relative Flood Damage Reduction Benefit .....	5-6
5.3 District Boundary .....	5-6

5.4	Assessment Spread.....	5-6
5.5	Example Assessment Calculations .....	5-8
5.6	Special Procedures.....	5-11
5.7	Elimination of Existing Assessment District .....	5-12
6.0	CONCLUSION .....	6-1
7.0	SCHEDULE.....	7-1
	Appendix A: Assessment Equations.....	A-1
	Appendix B: Assessment Roll .....	B-1

## LIST OF FIGURES

Figure 2-1:	City of West Sacramento Levee System .....	2-2
Figure 5-1:	Flood Depth Zones .....	5-3

## LIST OF TABLES

Table 2-1:	Project Features.....	2-5
Table 3-1:	Cost Share Scenarios.....	3-1
Table 3-2:	Estimated Capital Program Costs by Levee Reach .....	3-3
Table 3-3:	Allocation of Maintenance Costs.....	3-4
Table 4-1:	Cash Flow Analysis – Points in Time.....	4-4
Table 4-2:	Cash Flow Analysis – Cumulative Totals.....	4-5
Table 4-3:	Cash Flow Analysis – Annual Projection .....	4-6
Table 5-1:	Relative Structure Value.....	5-2
Table 5-2:	Percent Damage to Structure and Contents .....	5-4
Table 5-3:	Relative Land Damage.....	5-6
Table 5-4:	Assessment Rates .....	5-6
Table 5-5:	Relative Flood Damages and Assessments by Land Use.....	5-7
Table 5-6:	Building and Parcel Rates by Land Use.....	5-10

## 1.0 INTRODUCTION

### 1.1 BACKGROUND

The West Sacramento Area Flood Control Agency (WSAFCA) is a Joint Powers Authority (JPA) created in 1994 through a Joint Exercise of Powers Agreement by the City of West Sacramento (City), Reclamation District 900 (RD 900) and Reclamation District 537 (RD 537). WSAFCA was established to coordinate the planning and construction of flood protection facilities within the boundaries of the JPA and to finance the local share of flood control projects.

WSAFCA formed an assessment district in 1995 to fund the local cost share of the West Sacramento Project, which is part of the federal Sacramento Metro Area project authorized by the Water Resources Development Act (WRDA) of 1992. The WSAFCA assessment is currently funding geotechnical and engineering investigations of the Sacramento River levees and the southern boundary cross levee in the Southport area. The maximum total WSAFCA assessment amount is \$5.85 million. Upon completion of the current levee investigation work, WSAFCA will have reached its maximum spending amount and will be unable to fund additional levee investigations or the construction of additional flood control improvements.

RD 900 is responsible for operating and maintaining the detention basins and pump stations, as well as the majority of the levees protecting the City of West Sacramento. RD 900 imposes an annual Operation and Maintenance Assessment on properties within its jurisdictional boundary to pay for the cost of operation and maintenance of this system of levees and flood control facilities. When the WSAFCA assessment district was formed in 1994, RD 900 reduced its Operations and Maintenance Assessment by 50-percent. The cost to adequately operate and maintain the levees and other flood control facilities requires an increase in RD 900 revenue.

The City, RD 900 and RD 537 have actively pursued the goal of providing reliable flood protection for the West Sacramento area. Working through WSAFCA, and in coordination with the U.S. Army Corps of Engineers (USACE), the California Reclamation Board (The Reclamation Board), and the California Department of Water Resources (DWR), two major flood control projects have been completed. The first was constructed in 1990 to 1993 as part of the Sacramento Urban Levee Reconstruction Project. This project placed a stability berm and related features to address through-seepage along the entire length of the Sacramento River levee bordering the Southport area. The second project was the West Sacramento Project. Constructed between 1998 and 2002, it involved raising more than a mile of the south levee of the Sacramento Bypass by up to 5 feet and raising 4.5 miles of the Yolo Bypass levee by up to 5.5 feet. The West Sacramento Project was designed to provide the City with greater than a 200 year level of protection.

However, even as design work was nearing completion on the West Sacramento Project, under-seepage was noted along the Sacramento Bypass levee in 1997 and stability issues became apparent in 1998 along the RD 537 levee. The City and RD 900 requested the USACE to conduct additional geotechnical investigations and incorporate design changes to address these issues. As a result, the completed West Sacramento Project included the entire reconstruction of one section of RD 537 levee to replace the original clay and organic material with engineered fill, and the placement of a 60 to 70 feet deep slurry wall to control under-seepage along the segment where the Sacramento Bypass and Yolo Bypass levees intersect.

In the wake of the 1997 storms, the USACE identified under-seepage as an area of concern. Only recently, the USACE has issued revised federal levee design criteria to provide a consistent approach for addressing potential levee under-seepage. The geotechnical and engineering investigations currently being conducted for West Sacramento levees have utilized the revised federal levee design criteria. The current engineering analysis has resulted in the identification of levee deficiencies and necessary improvements to provide a 200-year level of flood protection for West Sacramento. Levee evaluation studies have identified significant work needed to meet the FEMA 100-year minimum standard level of flood protection.

## **1.2 PURPOSE OF ENGINEER'S REPORT**

The purpose of this Engineer's Report is to support the creation of a new special benefit assessment district to provide approximately half the local share of the cost of constructing and maintaining the improvements that, based on current engineering and information, are needed to achieve the City's 200-year flood protection goals. This new special benefit assessment district, which would be known as the West Sacramento Area Flood Control Agency Assessment District (the "District"), would replace WSAFCA's existing assessment district. The District would include all properties located within the JPA boundaries. The JPA boundary is the boundary of the City of West Sacramento.

This Engineer's Report proposes a financial structure for the District. Section 2 of the report identifies the improvements that would be funded; Section 3 provides an estimate of the total cost of these improvements and the share of this cost that is allocable to the JPA; Section 4 describes a financing plan for providing this cost share; and Section 5 describes the assessment methodology, including the boundaries of the District and the flood damage reduction benefits that are used to proportionally spread the assessments among the properties in the District, the assessment equations that guide this spread, and sample calculations.

An Assessment Roll (Appendix B) has been prepared that identifies the proposed initial annual assessments for each individual parcel within the District.

## **1.3 AUTHORITY**

The proposed District is being formed by WSAFCA under the Benefit Assessment Act of 1982<sup>1</sup> (the 1982 Act) and Article 4 (commencing with Section 6584 of the Government Code) of the Joint Exercise of Powers Act. Government Code Section 54710.5 in the 1982 Act authorizes agencies that are authorized to provide flood control services, which include the City and the Reclamation District members of WSAFCA, to levy assessments to finance the cost of installation and improvement of facilities. Section 54710 of the 1982 Act authorizes such agencies to levy assessments to finance the operations cost of flood control services. The WSAFCA may exercise these assessment powers. The assessments authorized under the 1982 Act are levied annually based on a budget for expenditures. Government Code Section 6588 authorizes WSAFCA to issue revenue bonds secured by assessments.

---

<sup>1</sup> *Government Code Sections 54703 – 54719*

## 2.0 DESCRIPTION OF FUNDED PROJECTS AND ACTIVITIES

### 2.1 GENERAL

The District would provide approximately half the local share of the funding to complete the projects necessary to provide 200-year protection for West Sacramento, based on current information and engineering. These projects are described below. The descriptions are intended to be general enough to authorize any necessary or appropriate additional elements that may be required to accomplish the flood control objectives of the projects. Proposed levee improvements considered herein are based on HDR's on-going Problem Identification and Alternatives Analysis Study<sup>2</sup>. The District would also provide funding for required repairs to the Yolo Bypass levee and operation and maintenance of flood control facilities by the responsible agency (RD 900, RD 537 and the City for internal drainage facilities). Funds loaned to WSAFCA by the member agencies at the startup of the JPA in 1993 and 1994, and funds advanced from the City's General Fund for the levee investigation studies, are to be repaid from a combination of proceeds from District assessments and any In-Lieu Fee<sup>3</sup> revenue collected for flood control based on City Ordinance No. 07-11 enacting Chapter 15.50 related to 200 Year Flood Protection. These funded activities are also briefly described below.

### 2.2 TYPES OF LEVEE IMPROVEMENTS

The City of West Sacramento is bounded on the west by the Yolo Bypass, on the north by the Sacramento Bypass and the Sacramento River, on the east by the Sacramento River, and on the south by the cross levee that separates RD 900 and RD 999. Geotechnical investigations and engineering studies have recently been conducted on these levee reaches (Figure 2-1) by the WSAFCA and DWR. Although results are preliminary, these investigations conclude that mitigation measures are required to provide 200-year level of flood protection.

The levees were evaluated according to the latest USACE criteria for stability, seepage, erosion, geometry and freeboard. Mitigation measures to correct for existing deficiencies include the following:

#### Cutoff Walls

Cutoff walls reduce levee through-seepage and underseepage by providing a barrier of low permeability material through the levee and levee foundation where sandy or gravelly soils of higher permeability can transmit seepage during high water stages. Cutoff walls are installed to depths sufficient to minimize seepage both through the levee and beneath it. The depths for cutoff walls necessary to limit underseepage at the design water surface elevation to gradients specified by the USACE are determined by geotechnical analysis. Cutoff walls for underseepage are generally installed to depths that will tie in with existing impervious or lower permeability soil layers beneath the levee foundation. For cutoff walls up to 80 feet in depth a conventional

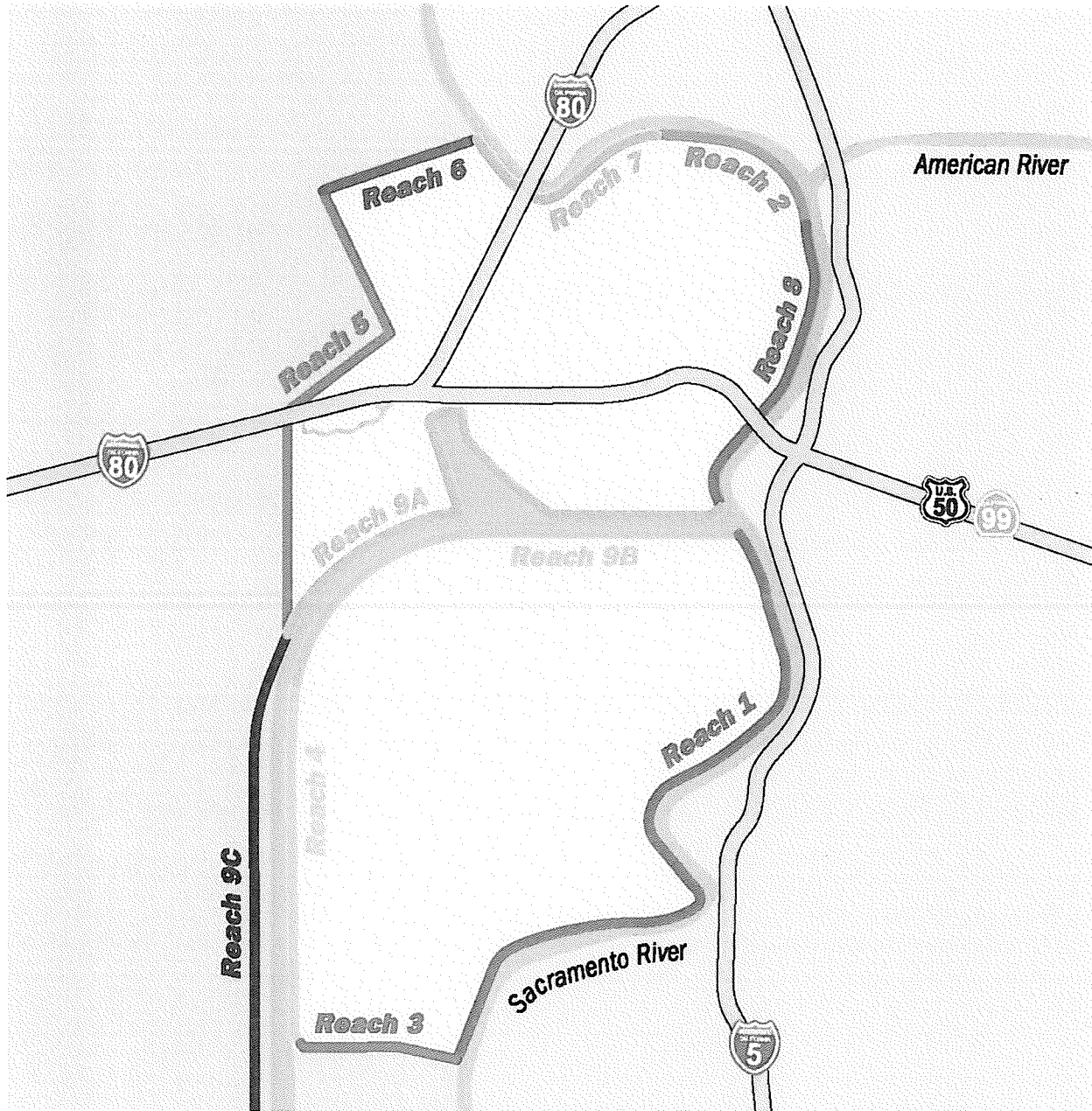
---

<sup>2</sup> Preliminary descriptions of levee repairs are presented in the Administrative Draft Interim Report – West Sacramento Levee System Repairs, West Sacramento Levee Evaluation Report, HDR, March 2, 2007.

<sup>3</sup> Public Review Draft Report, West Sacramento Flood 200 Year Flood Protection In-Lieu Fee Study, Economic & Planning Systems, April 11, 2007 and City Council adopted Resolution No. 07-34.



**FIGURE 2-1: CITY OF WEST SACRAMENTO LEVEE SYSTEM**



soil-cement-bentonite slurry wall is used. Where cutoff walls greater than 80 feet are required, a deep soil mix (DSM) wall is used.

### Seepage Berms

Seepage berms are wide embankments placed outward from the levee landside toe to lengthen the underseepage path and thereby lower the exit gradient of seepage through permeable layers under the levees to acceptable levels. Seepage berms typically extend 100 to 400 feet from the levee. The berm thickness depends on the severity of the seepage pressure, but generally berms are 5 feet thick near the landside toe and taper to a thickness of 3 feet at the prescribed distance from the toe. A seepage collection ditch likely will be constructed at the landward toe of all seepage berms.

### Relief Wells

Relief wells provide protection against levee underseepage by providing a path for underseepage to exit to the ground surface at the landside toe of the levee without creating sand boils or piping levee foundation materials. Relief wells are an option for addressing underseepage in reaches where continuous sand and gravel layers have been identified by the geotechnical analysis. Relief wells are constructed near the levee landside toe to provide pressure relief beneath surficial fine-grained soils. The wells are constructed using soil boring equipment to bore a hole vertically through the fine-grained blanket layer and into the coarse-grained aquifer layer beneath. Pipe casings and filters are installed to allow the pressurized water to flow to the ground surface, thereby relieving the pressures beneath the clay blanket. Relief wells either may discharge onto open ground or may require conveyance to a stormwater drainage system or a pump station. The wells require regular maintenance to ensure proper operation.

### Levee Raising

Freeboard deficiencies would be corrected by raising the levees to achieve the specifications established by the USACE. Freeboard deficiencies may be mitigated by crown-only raises or full levee raises:

- Crown-only raise—For a minor levee crown elevation raise (typically 6 inches or less), the recommended levee repair may be to raise the levee crown area only. However, a crown-only raise is feasible only where there is enough existing crown width to accommodate the raise without narrowing the crown to widths less than the minimum requirement, typically 20 feet.
- Full levee raise—For levees requiring a crown raise in excess of 6 inches, the required crown elevation can be met through full levee raises (i.e., an embankment raise from the landside or waterside toe [or both] upward to the increased crown elevation). This requires excavating the levee slope to provide a working platform, typically 10 feet wide, and rebuilding the levee to the appropriate elevation. The final levee configuration must meet the USACE criteria of a 20-foot-wide minimum crown, a 3:1 horizontal to vertical (3H:1V) waterside slope, and a 2H:1V landside slope. Landside slopes would be flattened to 3H:1V to provide additional slope stability.

### Levee Reshape and Slope Repair

Where the waterside slopes are steeper than deemed acceptable by the slope stability evaluation, the waterside slopes are laid back to meet USACE requirements of 3H:1V slope and to provide additional stability assurance. The crown width will remain the same, but may be shifted towards

the landside if possible. The landside slope will be built out from the new crown hinge point. This will include acquiring additional permanent easement at the landside toe to accommodate the increased levee footprint.

Slope repair involves taking any stone revetment off the waterside slope of the levee and excavating a 12 foot wide section. Imported material is used to rebuild the levee to meet the required slopes and the revetment placed back onto the slope.

### Erosion Control

Erosion protection would consist of the placement of rock revetment along the waterside slope of the levee at bank protection sites where erosion may threaten levee stability. Wherever possible, the bank protection would be designed both to control erosion and to maintain existing vegetation and instream woody material as much as possible. This can be accomplished by incorporating rock benches that serve as buffers against extreme toe scour and shear stress while providing space for planting riparian vegetation and creating a platform to support aquatic habitat features. Consideration is also being given to setting back the existing levee to re-establish a waterside river bank, provide slope stability and minimize the amount of rock that would be constructed in the river.

## **2.3 FUNDED PROJECTS**

Based on the geotechnical investigations and engineering studies to date, mitigation measures specific to each levee reach have been identified as provided in Table 2-1. Only preliminary analyses have been completed to date. The specific type and extent of improvements for each reach are subject to change as more detailed engineering evaluations are conducted.

## **2.4 OPERATION AND MAINTENANCE**

The operation and maintenance component of the District assessment would be used to fund the incremental increase in operation and maintenance costs attributable to the funded improvements and the aging of the flood control system over time. These activities would consist of regular urban levee maintenance; a variety of waterside and landside levee strengthening efforts, including bank protection, encroachment management, vegetation management, improved system access, levee monitoring and flood fight operations during a flood event; maintenance of internal drainage systems; and repairs to damaged infrastructure.

## **2.5 WSAFCA STARTUP ACTIVITIES**

When the WSAFCA was formed in 1994, the member agencies of the JPA loaned funds to WSAFCA to cover startup expenses. These advances are a District responsibility to be paid back to the member agencies from District assessment revenue.

## **2.6 ADVANCES FOR LEVEE INVESTIGATIONS**

The City advanced the WSAFCA funds to cover a portion of the cost of the current levee investigations and engineering studies. Such advances are eligible expenses from District assessment revenue.

**TABLE 2-1: PROJECT FEATURES**

Reach	Cutoff Wall Length (ft)	Seepage Berm Length (ft)	Relief Wells	Levee Raise Length (ft)	Levee Crown Regrade Length (ft)	Slope Flattening Length (ft)	Erosion Protection Length (ft)
1	5,700	20,950				31,250	11,900
2	2,800			100			
3	2,000			5,000			
4	2,200					600	1,000
5	7,100		Yes (3)			2,000	
6	3,000						3,200
7	5,800						
8	2,000			700		2,000	1,000
9A							TBD
9B	5,000						TBD
9C	4,500			43,400	18,000		TBD
<b>TOTAL</b>	<b>40,100</b>	<b>20,950</b>	<b>3</b>	<b>49,200</b>	<b>18,000</b>	<b>35,850</b>	<b>17,100</b>

### 3.0 ESTIMATED COST OF FUNDED PROJECTS AND ACTIVITIES

#### 3.1 GENERAL

This section discusses the estimated cost of the projects and activities that would be funded by the District and the assumptions underlying the determination of the local share of this cost.

#### 3.2 COST SHARING ASSUMPTIONS

The WSAFCA anticipates that virtually all of the funded capital improvement projects will be federally authorized and will be subject to cost sharing by the federal government and the State of California under established cost sharing guidelines. The specific cost share to be provided by the federal government for projects constructed using District funds is not known at this time. As a general rule, the cost share to be provided by the federal government for projects authorized prior to 1999 is 75 percent. For projects authorized in 1999 or after, this share is generally assumed to be 65 percent. Under applicable state law, local sponsors must provide at least 30 percent of the remaining non-federal share (35%) while the state provides a maximum of 70 percent. In practice, this means that for projects authorized prior to 1999, the local share of the total project cost is generally 7.5 percent; while for projects authorized in 1999 or later, the local share is assumed to be 10.5 percent.

However, because the majority of the proposed new levee improvements may require a new federal authorization, the determination of the local share of levee improvement costs was estimated by bracketing the range of federal and state contributions to determine a reasonable local match for future state and federal funds. The following outlines a low and high range of local contributions to the levee improvements based on varying levels of federal and state commitment and identifies the local funds assumed (Scenario 3) for purposes of the cash flow analysis in Section 4 of this Engineer's Report.

**TABLE 3-1: COST SHARE SCENARIOS**

Item	SCENARIO 1 Low Local Contribution (Historic Cost Sharing)	SCENARIO 2 High Local Contribution (No Federal Contribution – State / Local Funds Only)	SCENARIO 3 Doubling the Historic Local Contribution (Assumed for Cash Flow)
Federal	75.0%	00.0%	50.0%
State	14.5%	50.0%	29.0%
Local	10.5%	50.0%	21.0%
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

- Scenario 1 – Local Contribution (Historic Cost Sharing). Scenario 1 generally represents the historical cost sharing that has occurred in West Sacramento. The cost sharing percentages shown under Scenario 1 are generally based on federal projects that have been authorized

prior to 1999.<sup>4</sup> Future levee improvements in West Sacramento may not be funded using the historic cost sharing formulas assumed previously. Given competing priorities at the federal level, competition for federal appropriations and state bond funds for flood protection, and the timing implications that result from waiting for the federal authorization process to occur, West Sacramento must be more aggressive in its plans to provide a local match for levee improvements.

- Scenario 2 – High Local Contribution (No Federal Contribution – State / Local Funds Only). Scenario 2 assumes no federal contribution to future levee improvements in West Sacramento. Given the uncertainties in federal funding priorities and timing, this scenario assumes that the state and the local community fully fund all the levee improvements in West Sacramento. This scenario provides for significant local control over the funding plan by requiring that 50% of the costs for levee improvements be the responsibility of West Sacramento. Scenario 2 also increases the state share of the costs to 50% and assumes the state will use its Proposition 1E and Proposition 84 bond funds that were authorized for flood protection by the voters, in West Sacramento. However, the federal government has responsibility for improving levees and federal funding is expected to be available to improve flood protection systems. As a result, the cost sharing identified in Scenario 2 does not form the basis for calculating the District's share of project costs shown in this Engineer's Report.
- Scenario 3 – Doubling the Historic Local Contribution. Scenario 3 assumes that the historical local and state contributions are doubled and the federal share is reduced from 75% to 50%. This cost sharing approach is the basis for calculating the District's share of project costs shown in this Engineer's Report.

### 3.3 ESTIMATED CAPITAL PROGRAM COSTS

Table 3-2 shows total program costs are currently estimated to be \$400 million (current 2007 dollars). This cost includes improvements to the levees, the purchase of lands for levee improvements and mitigation, relocations of existing structures, project design, engineering, construction management, and funds set aside for contingency costs. Included in the \$400 million estimate is the cost of levee evaluation studies and environmental analysis, a general re-evaluation report, and economic analysis.

For the purpose of this study it has been assumed that the federal government will pay \$200 million (50%) of the estimated total project costs. The State of California is estimated to pay for \$116 million (29%) of the estimated project costs. The City's share of the project costs is estimated to be \$84 million (21%) of total project costs.

---

<sup>4</sup> The existing West Sacramento project was authorized prior to 1999 and as a result has a technical 7.5% local cost share requirement. However, because of other provisions of the cost sharing agreements that require locals funds for one hundred percent of lands, easements, and rights of way as in-kind contribution, in addition to requirements that a certain amount of funds being required as cash payment, the historic local share in West Sacramento has been closer to 10.5 percent.

**TABLE 3-2: ESTIMATED CAPITAL PROGRAM COSTS BY LEVEE REACH**

Reach	Lands & Mitigation	Geotechnical	Erosion	PD & E and CM <sup>5</sup>	Contingency	Total Costs
<b>Area 1 (HDR)</b>						
1	\$75,148,900	\$47,548,800	\$13,808,700	\$14,581,600	\$30,218,200	\$181,306,200
3	\$3,522,200	\$6,537,200	\$0	\$1,569,000	\$2,325,800	\$13,954,200
<b>Area 2 (HDR)</b>						
4	\$534,300	\$3,215,200	\$2,000,000	\$1,251,600	\$2,576,700	\$9,577,800
9A	\$50,000	-	\$2,500,000	\$600,000	\$1,260,000	\$4,410,000
9B	\$50,000	\$9,460,300	\$2,500,000	\$2,870,400	\$5,341,000	\$20,221,700
9C	\$8,835,600	\$19,288,200	\$5,000,000	\$5,829,200	\$13,949,000	\$52,902,000
<b>Area 2 (DWR)</b>						
2	\$3,152,500	\$4,830,800	-	\$1,159,400	\$3,202,000	\$12,344,700
5	\$3,743,500	\$12,244,500	-	\$2,902,600	\$6,614,000	\$25,504,600
6	\$725,700	\$3,821,700	\$6,400,000	\$2,453,200	\$5,093,600	\$18,494,200
7	\$2,058,500	\$8,512,400	-	\$2,043,000	\$4,416,000	\$17,029,900
8	\$5,293,000	\$5,658,400	\$7,000,000	\$3,038,000	\$7,789,000	\$28,778,400
West Sacramento Administrative Costs (5 years)						10,000,000
<b>Total</b>	<b>\$103,114,200</b>	<b>\$121,117,500</b>	<b>\$39,208,700</b>	<b>\$38,298,000</b>	<b>\$82,785,300</b>	<b>\$394,523,700</b>
Levee investigation studies, financing plan, hydrology analysis currently underway						\$5,476,300
<b>TOTAL</b>						<b>\$400,000,000</b>

<sup>5</sup> Planning, design and environmental analysis and construction management.

### 3.4 OPERATION AND MAINTENANCE

As a condition of securing federal and state cost sharing for all of the above projects, WSAFCA must provide assurances that the constructed improvements are maintained in accordance with adopted federal and state standards. These projects principally involve improvements to the existing levee system surrounding West Sacramento. WSAFCA has consulted with its member agencies responsible for maintaining the affected levees to develop an appropriate cost estimate for following through on the required assurances. The agencies have agreed on a cost formula that they believe will allow them to carry out the required maintenance effort. This formula is based on an estimate of the extent of the lands within each local maintenance district or agency and an estimate of the cost per acre of the maintenance effort. As set forth in Table 3-3, this formula assumes a total of \$588,000 is needed each year. This sum is subject to adjustment based on the actual needs of the maintaining agencies.

**TABLE 3-3: ALLOCATION OF MAINTENANCE COSTS**

<b>Maintenance Agency</b>	<b>Acres</b>	<b>Annual Levee or Interior Drainage Maintenance Cost</b>	<b>Cost per Acre</b>	<b>Percent of Total</b>
RD 900	12,500	\$500,000	\$40	85%
RD 537	1,000	\$40,000	\$40	7%
City	1,200	\$48,000	\$40	8%
<b>TOTAL</b>	<b>14,700</b>	<b>\$588,000</b>	<b>\$40</b>	<b>100%</b>



## 4.0 FINANCING PLAN

### 4.1 GENERAL

In order to determine the annual financing requirements necessary to fund WSAFCA's share of the total cost of the projects and activities covered by the District, WSAFCA created a cash flow analysis and financing plan representing the proposed timing for carrying out these projects and activities and the resulting funding demands on the Agency. The key assumptions supporting this analysis are outlined below.

### 4.2 KEY ASSUMPTIONS

The most important assumption in the cash flow analysis is that virtually all of the funded improvements will be subject to federal cost sharing. Many of these improvements are logical extensions of existing authorized projects for which it has been determined that a broadening of the project scope and lifting of the cost ceiling is required in order to secure the underlying Federal participation in the project. Such extensions are the predictable outcomes of changing circumstances and new engineering insights.

The cash flow analysis also assumes that there will be state cost sharing for all of the funded improvements. In most cases, it is assumed that this share will amount to on average 58 percent of the non-Federal cost of the improvements. This assumption is uncertain, however, because the State Department of Water Resources has not yet adopted regulations implementing Water Code Section 12585.7(d) (AB 1147, adopted in 2000).

The cash flow analysis assumes that WSAFCA and the state will take advantage of federal crediting mechanisms to accelerate the completion of some of the improvements that would be covered by the District. Specifically, the analysis assumes that the state will use its Proposition 1E and 84 bond funds, WSAFCA will use the bonding capacity of the District, and the City will utilize In-Lieu Fee revenue to construct substantial portions of the required levee improvements prior to the USACE's determination of a federal participation in the project.

### 4.3 CASH FLOW ANALYSIS

Tables 4-1, 4-2, 4-3 present the cash flow analysis that was prepared for purposes of providing an example of how the levee improvements identified in this Engineer's Report will be funded using local, state, and federal funds. The cash flow analysis shows the by the end of the funding plan, the shares of funding are projected to be:

Local	21%
State	29%
Federal	50%

Tables 4-1 and 4-2 summarize the cash flow projects for three points in time:

- The first five years of the project – 2007 through 2011. This period represents the time frame when the construction elements and associated design/engineering work are financed primarily from state and local funding sources.

- The completion of construction period – 2012 through 2014. During this period, construction is funded primarily from state and federal funding sources.
- The reconciliation/reimbursement period – This period represents the time frame when the construction is complete but the assessments and In-Lieu Fees continue to be collected to repay the Assessment Bonds and reimburse the WSAFCA member agencies and state for advancing funding above the cost sharing targets. The purpose of the reconciliation/reimbursement period is to show a mechanism to reach the targeted cost sharing amounts identified in this Engineer’s Report. However, to the extent that those cost sharing targets are modified, it is likely that the amount and structure of the reimbursements / reconciliations would be modified.

Table 4-1 shows the totals for each time frame. Table 4-2 shows cumulative totals since the start of the Project for each time frame. Table 4-3 shows an annual projection. The projections are meant to show the interaction of the various funding sources through the completion of the various elements of the flood control project.

It is likely that the timing of the actual receipt of revenues and construction of the project will vary from the cash flow projection. However, the fundamental relationships will remain the same. In the early years, state and local monies will be the primary source of project funding. Completion of the project will rely heavily on state and federal funding.

### **Revenues**

The cash flow analysis assumes an initial annual revenue from the assessment of \$2.9 million for levee improvements<sup>6</sup>. The assessments will be used to fund Project costs on a cash basis in the early years and then be used to fund assessment bond debt service after bonds are issued. The cash flow does not show the repayment of assessment debt. An escalation allowance of 2-percent per year will contribute to the increase over time in annual assessment revenue. This incremental increase in assessments is allocated to anticipate changes in project costs as more detailed engineering studies are completed. It is likely that as new development occurs within the City, the annual assessment revenue will increase over time. However, in order to be conservative, the assessment revenue assumed in the cash flow relies only on revenue that can be obtained based on the level of development that currently exists within the City. Should assessment revenue increase due to new development, it is possible that the project construction schedule could be accelerated or the cost sharing assumptions could be revisited.

In order to fund WSAFCA’s share of the total cost of the projects covered by the District, the cash flow analysis assumes that WSAFCA will issue assessment bonds in the amount of \$35.9 million in 2010. The cash flow analysis also recognizes \$1.35 million in funding from existing assessments and the City of West Sacramento’s loan of \$4 million.

---

<sup>6</sup> An additional \$588,000 will be collected by the assessment for operations and maintenance. However, operations and maintenance is not included in the cash flow analysis. Instead the focus of the cash flow analysis is to identify an example of how the project costs for levee improvements will be funded. The total amount of estimated assessment revenue accounts for potential delinquency.

### Expenditures

The middle section of Tables 4-1, 4-2, and 4-3 show the estimated timing of construction of the major elements of the Project. It is expected that construction will be completed by 2014, but this is dependent on the availability of federal funding.

### Reimbursements

The bottom portion of Tables 4-1, 4-2, and 4-3 show the timing of reimbursements from In-Lieu Fees, assessments, and other funding to repay the outstanding principal and interest (\$1.9 million) that remains from the 1994 loan from the member agencies to the WSAFCA (called the JPA 1994 loan), the City's \$4 million loan and state funding advances in excess of its funding target of 29%. The reimbursements shown in this cash flow are based on the following assumptions.

- The member agencies (RD 900, RD 537, and the City) will receive 1/30<sup>th</sup> of the \$1.9 million loan that was made to the WSAFCA including interest. Note: interest is not calculated in the cash flow analysis.
- City will receive all remaining funding available for reimbursement each year until \$4.0 million General Fund loan is repaid.
- After the City General Fund loan is repaid, the member agencies will receive all remaining funding available from reimbursement each year until JPA loan is repaid.
- Once the City General Fund loan and the JPA loan is repaid, the state will be reimbursed from the remaining cash balances until the State's funding match is reached. Advance funding from the state and potential reimbursements still need to be negotiated between the City of West Sacramento and the State.

**TABLE 4-1: CASH FLOW ANALYSIS – POINTS IN TIME**

Funding Source	2007-2011		2012-2014		2015-Buildout		Total After Reconciliation / Reimbursement	Percent
	First Five Years of Project	Percent	End of Construction	Percent	Reconciliation / Reimbursement Period	Percent		
<b>Revenues</b>								
<b>Local Funds</b>								
In-Lieu Fees	\$9,954,000	5%	\$6,867,000	3%	\$25,179,000	N.A.	\$42,000,000	11%
Annual Assessment (Proposed AD)	\$6,088,000	3%	[1] \$0	0%	[1] \$0	N.A.	\$6,088,000	2%
Assessment Bonds (Proposed AD)	\$35,912,000	20%	\$0	0%	\$0	N.A.	\$35,912,000	9%
Existing Assessment Revenue	\$1,350,000	1%	\$0	0%	(\$1,350,000)	N.A.	\$0	0%
General Fund Loan	\$4,000,000	2%	\$0	0%	(\$4,000,000)	N.A.	\$0	0%
<b>Subtotal Local Funds</b>	<b>\$57,304,000</b>	<b>31%</b>	<b>\$6,867,000</b>	<b>3%</b>	<b>\$19,829,000</b>	<b>N.A.</b>	<b>\$84,000,000</b>	<b>21%</b>
<b>State</b>	<b>\$118,446,000</b>	<b>64%</b>	<b>\$21,740,700</b>	<b>10%</b>	<b>(\$24,186,700)</b>	<b>N.A.</b>	<b>\$116,000,000</b>	<b>29%</b>
<b>Federal</b>	<b>\$8,000,000</b>	<b>4%</b>	<b>\$192,000,000</b>	<b>87%</b>	<b>\$0</b>	<b>N.A.</b>	<b>\$200,000,000</b>	<b>50%</b>
<b>Total Revenues</b>	<b>\$183,750,000</b>	<b>100%</b>	<b>\$220,607,700</b>	<b>100%</b>	<b>(\$4,357,700)</b>	<b>N.A.</b>	<b>\$400,000,000</b>	<b>100%</b>
<b>Expenses</b>								
<b>Project Costs</b>								
Levee Investigation, financing plan, hydrology, etc	(\$5,476,300)	3%	\$0	0%	\$0	0%	(\$5,476,300)	1%
Plans, Designs, & Environment (includes GRR & Economic)	(\$19,149,000)	10%	\$0	0%	\$0	0%	(\$19,149,000)	5%
Lands & Mitigation	(\$41,245,800)	22%	(\$61,868,400)	28%	\$0	0%	(\$103,114,200)	26%
Project Construction (includes const. mgmt)	(\$111,306,200)	61%	(\$150,954,300)	68%	\$0	0%	(\$262,260,500)	66%
Project Administration	(\$4,000,000)	2%	(\$6,000,000)	3%	\$0	0%	(\$10,000,000)	3%
<b>Subtotal Project Costs</b>	<b>(\$181,177,300)</b>	<b>99%</b>	<b>(\$218,822,700)</b>	<b>99%</b>	<b>\$0</b>	<b>0%</b>	<b>(\$400,000,000)</b>	<b>100%</b>
<b>Reconciliation/ Reimbursements</b>								
JPA Member Loan from 1994 [2]	(\$252,000)	0%	(\$215,000)	0%	(\$1,433,000)	6%		
General Fund Loan from 2006	(\$2,320,700)	1%	(\$1,570,000)	1%	(\$109,300)	0%		
State Funds	\$0	0%	\$0	0%	(\$24,186,700)	94%		
<b>Subtotal Reconciliation/ Reimbursements</b>	<b>(\$2,572,700)</b>	<b>1%</b>	<b>(\$1,785,000)</b>	<b>1%</b>	<b>(\$25,729,000)</b>	<b>100%</b>		
<b>Total Expenses</b>	<b>(\$183,750,000)</b>	<b>100%</b>	<b>(\$220,607,700)</b>	<b>100%</b>	<b>(\$25,729,000)</b>	<b>100%</b>		

"key\_cash2"

Note: Numbers may not total accurately due to rounding.  
 [1] Annual Assessments from proposed Assessment District after 2010 continue to be collected and are assumed to be used to fund debt service on bonds.  
 [2] JPA Member Loan is a liability that is transferred from the existing Assessment District to the proposed Assessment District.

Source: Economic & Planning Systems, April 25, 2007

**TABLE 4-2: CASH FLOW ANALYSIS – CUMULATIVE TOTALS**

Funding Source	Year Five of Project	Percent	End of Construction	Percent	Reconciliation / Reimbursement / Period	Percent	Total After Reconciliation / Reimbursement	Percent
	Cumulative to 2011		Cumulative to 2014		Buildout			
<b>Revenues</b>								
<b>Local Funds</b>								
In-Lieu Fees	\$9,954,000	5%	\$16,821,000	4%	\$42,000,000	11%	\$42,000,000	11%
Annual Assessment (Proposed AD) [1]	\$6,088,000	3%	\$6,088,000	2%	\$6,088,000	2%	\$6,088,000	2%
Assessment Bonds (Proposed AD)	\$35,912,000	20%	\$35,912,000	9%	\$35,912,000	9%	\$35,912,000	9%
Existing Assessment Revenue	\$1,350,000	1%	\$1,350,000	0%	\$0	0%	\$0	0%
General Fund Loan	\$4,000,000	2%	\$4,000,000	1%	\$0	0%	\$0	0%
<b>Subtotal Local Funds</b>	<b>\$57,304,000</b>	<b>31%</b>	<b>\$64,171,000</b>	<b>16%</b>	<b>\$84,000,000</b>	<b>21%</b>	<b>\$84,000,000</b>	<b>21%</b>
State	\$118,446,000	64%	\$140,186,700	35%	\$116,000,000	29%	\$116,000,000	29%
Federal	\$8,000,000	4%	\$200,000,000	49%	\$200,000,000	50%	\$200,000,000	50%
<b>Total Revenues</b>	<b>\$183,750,000</b>	<b>100%</b>	<b>\$404,357,700</b>	<b>100%</b>	<b>\$400,000,000</b>	<b>100%</b>	<b>\$400,000,000</b>	<b>100%</b>
<b>Expenses</b>								
<b>Project Costs</b>								
Levee Investigation, financing plan, hydrology, etc	(\$5,476,300)	3%	(\$5,476,300)	1%	(\$5,476,300)	1%	(\$5,476,300)	1%
Plans, Designs, & Environment (includes GRR & Economic)	(\$19,149,000)	10%	(\$19,149,000)	5%	(\$19,149,000)	4%	(\$19,149,000)	5%
Lands & Mitigation	(\$41,245,800)	22%	(\$103,114,200)	26%	(\$103,114,200)	24%	(\$103,114,200)	26%
Project Construction (includes const. mgmt)	(\$111,306,200)	61%	(\$262,260,500)	65%	(\$262,260,500)	61%	(\$262,260,500)	66%
Project Administration	(\$4,000,000)	2%	(\$10,000,000)	2%	(\$10,000,000)	2%	(\$10,000,000)	3%
<b>Subtotal Project Costs</b>	<b>(\$181,177,300)</b>	<b>99%</b>	<b>(\$400,000,000)</b>	<b>99%</b>	<b>(\$400,000,000)</b>	<b>93%</b>	<b>(\$400,000,000)</b>	<b>100%</b>
<b>Reconciliation/ Reimbursements</b>								
General Fund Loan from 2006	(\$2,320,700)	1%	(\$3,890,700)	1%	(\$4,000,000)	1%	(\$4,000,000)	1%
JPA Member Loan from 1994 [2]	(\$252,000)	0%	(\$467,000)	0%	(\$1,900,000)	0%	(\$1,900,000)	0%
State Funds	\$0	0%	\$0	0%	(\$24,186,700)	6%	(\$24,186,700)	6%
<b>Subtotal Reconciliation/ Reimbursements</b>	<b>(\$2,572,700)</b>	<b>1%</b>	<b>(\$4,357,700)</b>	<b>1%</b>	<b>(\$30,086,700)</b>	<b>7%</b>	<b>(\$30,086,700)</b>	<b>7%</b>
<b>Total Expenses</b>	<b>(\$183,750,000)</b>	<b>100%</b>	<b>(\$404,357,700)</b>	<b>100%</b>	<b>(\$430,086,700)</b>	<b>100%</b>	<b>(\$430,086,700)</b>	<b>100%</b>

Note: Numbers may not total accurately due to rounding.  
 [1] Annual Assessments from proposed Assessment District after 2010 continue to be collected and are assumed to be used to fund debt service on bonds.  
 [2] JPA Member Loan is a liability that is transferred from the existing Assessment District to the proposed Assessment District.  
 Source: ECONOMIC & FINANCING SYSTEMS, 2010.2.0, 2007

**TABLE 4-3: CASH FLOW ANALYSIS – ANNUAL PROJECTION**

Fiscal Year	Total [1]	Pre-2008	2008	2009	2010	2011	2012	2013	2014
<b>Beginning Balance</b>									
<b>Revenues [2]</b>									
Local Funds									
In-Lieu Fees	\$42,000,000	\$384,000	\$2,826,000	\$2,166,000	\$2,289,000	\$2,289,000	\$2,289,000	\$2,289,000	\$2,289,000
Annual Assessment (Proposed AD)	\$6,088,000	\$0	\$2,984,000	\$3,104,000	[3] \$0	[3] \$0	[3] \$0	[3] \$0	[3] \$0
Assessment Bonds (Proposed AD) [4]	\$35,912,000	\$0	\$0	\$0	\$35,912,000	\$0	\$0	\$0	\$0
Existing Assessment Revenue	\$1,350,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
General Fund Loan	\$4,000,000	\$4,000,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Subtotal Local Funds	\$89,350,000	\$5,734,000	\$5,810,000	\$5,270,000	\$38,201,000	\$2,289,000	\$2,289,000	\$2,289,000	\$2,289,000
State	\$140,186,700	\$0	\$3,810,000	\$8,066,000	\$35,329,000	\$71,241,000	\$21,740,700	\$0	\$0
Federal	\$200,000,000	\$0	\$8,000,000	\$0	\$0	\$0	\$49,500,000	\$71,241,000	\$71,259,000
<b>Total Revenues</b>	\$429,536,700	\$5,734,000	\$17,620,000	\$13,336,000	\$73,530,000	\$73,530,000	\$73,529,700	\$73,530,000	\$73,548,000
<b>Expenses</b>									
<b>Project Costs</b>									
Levee Investigation, financing plan, hydrology, etc	(\$5,476,300)	(\$5,476,300)	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Plans, Designs, & Environment (includes GRR & Economic)	(\$19,149,000)	\$0	(\$6,363,000)	(\$12,766,000)	\$0	\$0	\$0	\$0	\$0
Lands & Mitigation	(\$103,114,200)	\$0	\$0	\$0	(\$20,622,900)	(\$20,622,900)	(\$20,622,600)	(\$20,622,900)	(\$20,622,900)
Project Construction (includes const. mgmt)	(\$262,260,500)	\$0	(\$10,670,000)	\$0	(\$50,318,100)	(\$50,318,100)	(\$50,318,100)	(\$50,318,100)	(\$50,318,100)
Project Administration	(\$10,000,000)	\$0	\$0	\$0	(\$2,000,000)	(\$2,000,000)	(\$2,000,000)	(\$2,000,000)	(\$2,000,000)
Subtotal Project Costs	(\$400,000,000)	(\$5,476,300)	(\$17,053,000)	(\$12,766,000)	(\$72,941,000)	(\$72,941,000)	(\$72,940,700)	(\$72,941,000)	(\$72,941,000)
<b>Reconciliation/ Reimbursements</b>									
In-Lieu Fees	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Annual Assessment Revenue	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Assessment Bonds	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
JPA Member Loan from 1994 [5]	(\$1,300,000)	\$0	(\$63,000)	(\$63,000)	(\$63,000)	(\$63,000)	(\$63,000)	(\$63,000)	(\$63,000)
General Fund Loan from 2006	(\$4,000,000)	(\$257,700)	(\$504,000)	(\$507,000)	(\$526,000)	(\$526,000)	(\$526,000)	(\$526,000)	(\$518,000)
State Funds	(\$24,186,700)	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Federal Funds	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Subtotal Reconciliation/ Reimbursements	(\$30,086,700)	(\$257,700)	(\$567,000)	(\$570,000)	(\$589,000)	(\$589,000)	(\$589,000)	(\$589,000)	(\$607,000)
<b>Total Expenses</b>	(\$430,086,700)	(\$5,734,000)	(\$17,620,000)	(\$13,336,000)	(\$73,530,000)	(\$73,530,000)	(\$73,529,700)	(\$73,530,000)	(\$73,548,000)
<b>Ending Balance [6]</b>		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0

[1] Cash flow based on cost sharing assumptions from Table 14 of the West Sacramento 200 Year Flood Protection In-Lieu Fee Study.  
 [2] Revenue totals do not match cost sharing assumptions from the West Sacramento 200 Year Flood Protection In-Lieu Fee Study due to advanced funding and repayment of loans.  
 [3] Annual Assessments from proposed Assessment District after 2010 continue to be collected and are assumed to be used to fund debt service on bonds.  
 [4] Assessment bonding revenues assumed not to reach full capacity. Should funding needs increase, additional bonding capacity from assessment revenue may be available.  
 [5] Loan provided JPA member agencies in 1993, 1999, and 2006. Loan amount accrues interest at 5 percent simple interest on principal only. As of June 30, 2006, the loan amount was \$1,906,894 (City=\$665,156, RD 900=\$799,549, and RD537=\$543,188). Future interest not shown in this cash flow.  
 [6] Any balance outstanding at the time of buildout will be paid for with surplus project revenue. Outstanding balance is a result of cost sharing assumptions

Source: Economic & Planning Systems, April 25, 2007

**TABLE 4-3: CASH FLOW ANALYSIS – ANNUAL PROJECTION (CONTINUED)**

Fiscal Year	2015	2016	2017	2018	2019	2020	2021
<b>Beginning Balance Revenues [2]</b>	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Local Funds</b>							
In-Lieu Fees	\$2,289,000	\$2,289,000	\$2,289,000	\$2,289,000	\$2,289,000	\$2,289,000	\$2,289,000
Annual Assessment (Proposed AD)	[3] \$0	[3] \$0	[3] \$0	[3] \$0	[3] \$0	[3] \$0	[3] \$0
Assessment Bonds (Proposed AD) [4]	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Existing Assessment Revenue	\$0	\$0	\$0	\$0	\$0	\$0	\$0
General Fund Loan	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Subtotal Local Funds</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>
State	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Federal	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total Revenues</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>
<b>Expenses</b>							
<b>Project Costs</b>							
Levee Investigation, financing plan, hydrology, etc	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Plans, Designs, & Environment (includes GRR & Economic)	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Lands & Mitigation	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Project Construction (includes const. mgmt)	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Project Administration	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Subtotal Project Costs</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>Reconciliation/ Reimbursements</b>							
In-Lieu Fees	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Annual Assessment Revenue	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Assessment Bonds	\$0	\$0	\$0	\$0	\$0	\$0	\$0
JPA Member Loan from 1994 [5]	(\$1,433,000)	\$0	\$0	\$0	\$0	\$0	\$0
General Fund Loan from 2006	(\$109,300)	\$0	\$0	\$0	\$0	\$0	\$0
State Funds	(\$746,700)	(\$2,289,000)	(\$2,289,000)	(\$2,289,000)	(\$2,289,000)	(\$2,289,000)	(\$2,289,000)
Federal Funds	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Subtotal Reconciliation/ Reimbursements</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>
<b>Total Expenses</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>
<b>Ending Balance [6]</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

Source: Economic & Planning Systems, April 25, 2007

**TABLE 4-3: CASH FLOW ANALYSIS – ANNUAL PROJECTION (CONTINUED)**

Fiscal Year	2022	2023	2024	2025
Beginning Balance	\$0	\$0	\$0	\$0
Revenues [2]				
Local Funds				
In-Lieu Fees	\$2,289,000	\$2,289,000	\$2,289,000	\$2,289,000
Annual Assessment (Proposed AD)	[3] \$0	[3] \$0	[3] \$0	[3] \$0
Assessment Bonds (Proposed AD) [4]	\$0	\$0	\$0	\$0
Existing Assessment Revenue	\$0	\$0	\$0	\$0
General Fund Loan	\$0	\$0	\$0	\$0
Subtotal Local Funds	\$2,289,000	\$2,289,000	\$2,289,000	\$2,289,000
State	\$0	\$0	\$0	\$0
Federal	\$0	\$0	\$0	\$0
<b>Total Revenues</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>	<b>\$2,289,000</b>
Expenses				
Project Costs				
Levee Investigation, financing plan, hydrology, etc.	\$0	\$0	\$0	\$0
Plans, Designs, & Environment (includes GRR & Economic)	\$0	\$0	\$0	\$0
Lands & Mitigation	\$0	\$0	\$0	\$0
Project Construction (includes const. mgmt)	\$0	\$0	\$0	\$0
Project Administration	\$0	\$0	\$0	\$0
Subtotal Project Costs	\$0	\$0	\$0	\$0
Reconciliation/ Reimbursements				
In-Lieu Fees	\$0	\$0	\$0	\$0
Annual Assessment Revenue	\$0	\$0	\$0	\$0
Assessment Bonds	\$0	\$0	\$0	\$0
JPA Member Loan from 1994 [5]	\$0	\$0	\$0	\$0
General Fund Loan from 2006	\$0	\$0	\$0	\$0
State Funds	(\$2,289,000)	(\$2,289,000)	(\$2,289,000)	(\$2,839,000)
Federal Funds	\$0	\$0	\$0	\$0
Subtotal Reconciliation/ Reimbursements	(\$2,289,000)	(\$2,289,000)	(\$2,289,000)	(\$2,839,000)
<b>Total Expenses</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,289,000)</b>	<b>(\$2,839,000)</b>
<b>Ending Balance [6]</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$550,000)</b>

Source: Economic & Planning Systems, April 25, 2007



## **5.0 ASSESSMENT METHODOLOGY**

### **5.1 GENERAL**

Under Proposition 218, a governmental agency may fund public improvements by levying an assessment on the properties that would receive a special benefit from the improvements. A special benefit is a particular and distinct benefit over and above the general benefits conferred on real property located in the district or to the public at large. The cost of the improvements must be apportioned among the properties being assessed based on the proportionate special benefit these properties will receive. Moreover, the governmental agency must demonstrate through a balloting process, weighted to reflect these special benefits, that the ballots submitted in opposition to the assessment do not exceed the ballots submitted in favor of the assessment, weighted according to the proportional financial obligation of the affected property.

In this instance, the properties within the proposed new District will receive a special flood protection benefit in the form of a substantial reduction in expected flood damages. For a relatively wide range of flood events, these properties will escape all of the pre-project damages to structures, the contents of structures and the land comprising the property they could have otherwise suffered.

In addition to this special benefit, the flood control improvements funded by the new District will provide general benefits throughout the greater West Sacramento and Sacramento area. Such general benefits, which are not particular to any property, will include: the avoidance of flood damages to transportation infrastructure, places of employment, shopping centers and other retail services; in a major flood, streets and roads become impassable, preventing or at least disrupting the normal flow of traffic; employees are unable to go to work if their places of employment are flooded; emergency services are directed to provide assistance in the flooded areas, potentially reducing or delaying such services in the non-flooded areas of the community. With the implementation of flood control improvements, the regional employment base will be protected from short-term disruption and potential long-term relocation due to severe flooding.

The federal and state governments are expected to provide about 79 percent of the funding for the flood protection improvements. The special benefits provided by the improvements are not less than 21-percent of the total benefit, special and general.

The special flood damage reduction benefit provided by these flood control improvements will vary based on the size and use of the affected structures, and the relative size and location of the affected property. The sections that follow describe in detail the methodology that will be used to calculate these new assessments.

### **5.2 FLOOD DAMAGE REDUCTION BENEFIT**

The special flood damage reduction benefit that will be provided to all of the properties in the new District is based on avoidance of damage to structures, to the contents of the structures, and to land.

### 5.2.1 Structure and Content Damage

The USACE has defined potential flood damages to structures and contents by land use category:

- Industrial – losses and destruction of industrial properties, including warehouses, from inundation consist of fixtures and equipment, inventory, and structure.
- Commercial – structure value and content value including equipment and furniture, supplies, merchandise, and other items used in the conduct of business.
- Residential – physical damages to dwelling units (single-family, multi-family, and mobile homes) and to residential contents including household items and personal property.

To reflect relative differences in the exposure of structures and their contents to flood-related damages, a structure and content damage factor has been calculated based on the following:

- Relative structure values for residential, commercial, and industrial structures were determined using USACE data developed in connection with the American River Watershed Investigation<sup>7</sup>. These values represent gross averages for the different land uses based on the USACE estimates for structure replacement costs. They do not represent assessed value or current market value for any individual structure. Relative structure values in Table 5-1 are used in the assessment methodology to reflect the relative value relationships between land use categories.

**TABLE 5-1: RELATIVE STRUCTURE VALUE**

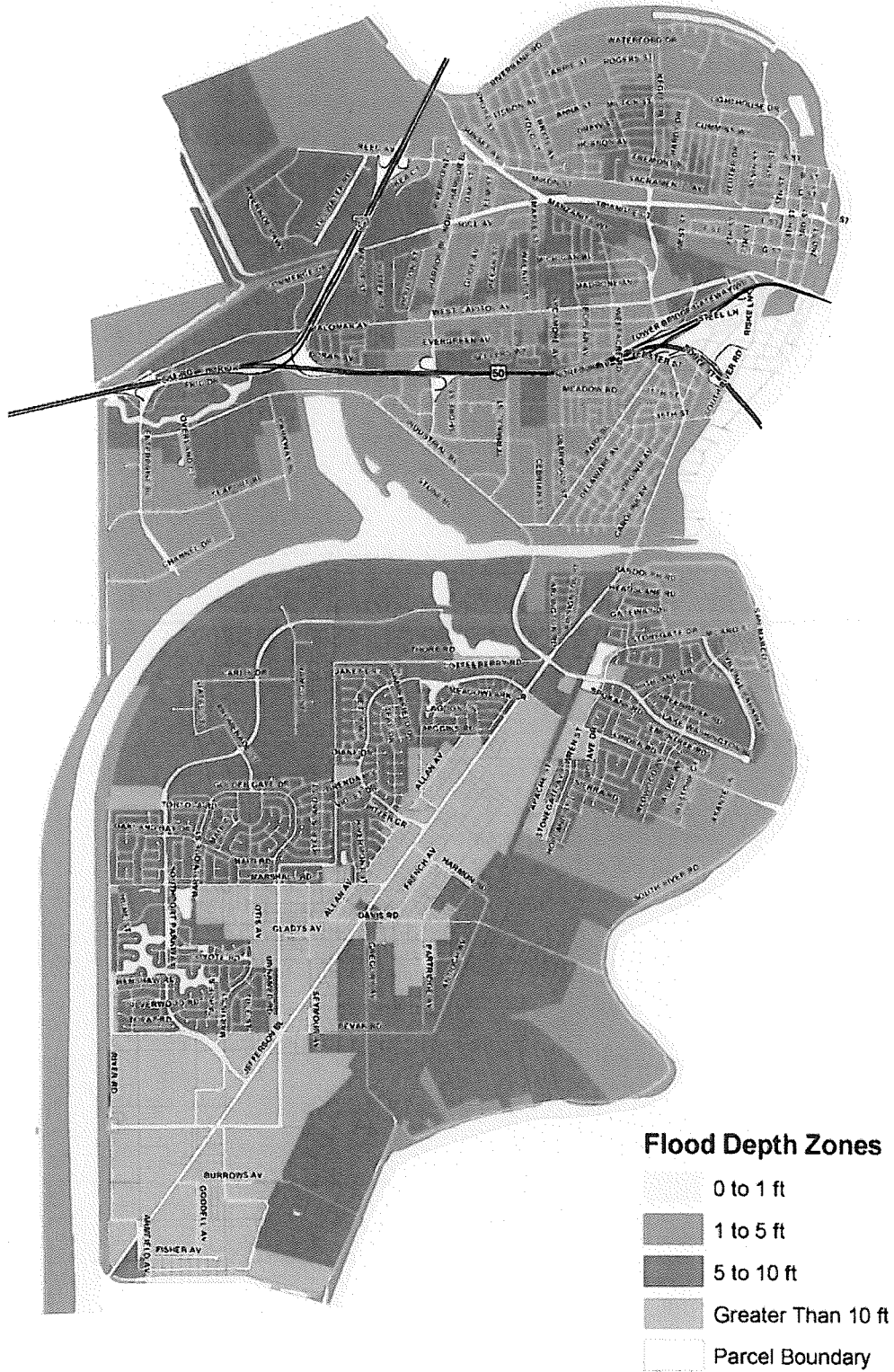
Land Use	Relative Structure Value (\$/SF)
Residential	60
Residential – Mobile Home	30
Commercial	70
Industrial	50

- Relative flood depths for the 100-year event were established by dividing the new assessment district into four depth zones (0 to 1 feet, 1 to 5 feet, 5 to 10 feet, and 10 feet or greater), as shown in Figure 5-1. These flood depth maps were derived from Flood Emergency Preparedness Mapping prepared by Wood Rodgers for the City of West Sacramento. Additional evaluation of potential shallow flooding of areas adjacent to the Sacramento River supplemented the Wood Rodgers flood depth maps.

---

<sup>7</sup> US Army Corps of Engineers, Sacramento District, American River Watershed Investigation, California, Feasibility Report, Parts I and II, Volumes 1 through 8, Appendixes A through T, December 1991.

**FIGURE 5-1: FLOOD DEPTH ZONES**



- The relationship between depth of flooding and damages to structure and contents was calculated for each land use category (residential, commercial, and industrial) and depth zone in the new assessment district using the depth-damage curves established for the USACE American River Watershed Investigation<sup>8</sup>. The depth-damage curves for residential structures used in the ARWI and in this report were developed by the Federal Insurance Administration (FIA). USACE damage surveys of flood damaged structures along Dry Creek in Roseville conducted immediately after the storm of February 1986 confirmed the reasonableness of these 1988 FIA depth-damage relationships. The commercial depth-damage curves used by the USACE in the ARWI and used in this report are based on depth-damage relationships developed by the Tennessee Valley Authority (TVA) for the Department of Housing and Urban Development (HUD). For the USACE Morrison Creek Investigation in Sacramento County, interviews with owners and managers of commercial buildings established depth-percent damage relationships that were very similar to those in the HUD study. The industrial depth-damage curves used by the USACE in the ARWI and used in this report were developed by the USACE from inventories of industrial structures in the ARWI study area.

The depth-damage relationships for structure and contents, expressed as a percent of the structure value, are shown in Table 5-2.

**TABLE 5-2: PERCENT DAMAGE TO STRUCTURE AND CONTENTS**

Land Use	Flood Depth Zones			
	Zone 0 0 to 1 ft	Zone 1 1 to 5 ft	Zone 2 5 to 10 ft	Zone 3 Greater than 10 ft
Residential	15%	33%	70%	79%
Commercial	20%	72%	125%	146%
Industrial	59%	74%	105%	136%

Flood damages to structures and their contents were calculated for each property in the new District using the following:

- An average first floor square footage of 900 SF was assigned for single family residential structures identified by Yolo County Assessor's Office as single-story structures having a total living area less than 1050 SF or multi-story structures having a total living area less than 2150 SF
- An average first floor square footage of 1375 SF was assigned for single family residential structures identified by the Yolo County Assessor's Office as single-story structures having a total living area greater than 1050 SF or multi-story structures having a total living area greater than 2150 SF

<sup>8</sup> US Army Corps of Engineers, Sacramento District, American River Watershed Investigation, California, Feasibility Report, Parts I and II, Volumes 1 through 8, Appendixes A through T, December 1991.

- An average first floor square footage of 800 SF was assumed for residential condominium units
- The aggregate of representative values for individual mobile home square footage was used for mobile home parks
- Estimates of actual first floor square footage was used for multi-family residential, commercial, industrial and public structures
- An appropriate structure value and depth-percent damage relationships for the particular land use was used.

For example, the relative structure and contents damages of a single-family residential structure with first floor square footage of 1200 SF and located in flood depth zone 1 (1 to 5 ft) would be calculated as follows:  $\$60/\text{sf} \times 1375 \text{ SF} \times 33\% = \$27,225$

### 5.2.2 Damage to Land

There are a number of factors that contribute to the flood damage reduction benefit to land, both vacant and improved. These include, but are not limited to, reduced cost of development, the ability to secure financing for urban development projects, reduced cost of flood insurance, changes in highest and best land use and preservation of land values. Based on information developed by a certified real estate appraiser for an existing flood control assessment district in Sacramento, and applying those results to West Sacramento, all parcels in the new assessment district would be subject to a ten-percent land damage factor. This is considered a conservatively low estimate of the assumed land damages that would occur in recognition that the affected parcels could be inundated by a major flood event.

The methodology to determine relative land values between land use types in West Sacramento was based on work completed in Sacramento with some modifications to reflect industrial land values in West Sacramento. As part of the Sacramento Area Flood Control Agency (SAFCA) 1990 Operation and Maintenance Assessment District No. 1 formation process, approximately 300,000 properties in the Sacramento County area were assigned a land value by an appraisal report based on land use, geographic location, parcel size and zoning. These base value estimates considered land alone, exclusive of any building improvements. The values derived are not assessed value or market value for any individual parcel of land. Rather they represent the value relationships between various land use classifications. For industrial land uses, land values specific to West Sacramento were used to develop an average for this category.

The resulting relative land use values were multiplied by the ten-percent land damage factor to define the relative land damage values shown in Table 5-3. For the acreage greater than 0.5 acres on large lot single family residential parcels, the generalized Land Use Index that was developed in connection with SAFCA's 1995 North Area Local Capital Assessment District No. 2 provided the basis for using a land value approximately equal to 10 percent of the corresponding single-family residential (non-large lot) land value.

The amount of flood damages to land for a particular property is calculated using the actual parcel acreage and the appropriate relative land damage value. For example, the flood damage benefit to land for a single-family residential property with a parcel area of 0.17 acres would be calculated as follows:  $\$25,100/\text{acre} \times 0.17 \text{ acres} = \$4,267$

### 5.2.3 Total Relative Flood Damage Reduction Benefit

The total relative flood damage reduction benefit for each parcel in the District is the sum of the structure and content damages and the land damages associated with that parcel. For example, the single-family residential property used in the above example calculations would have total flood damage reduction benefits of \$27,225 + \$4,267 = \$31,492.

**TABLE 5-3: RELATIVE LAND DAMAGE**

Land Use	Relative Land Damage (\$/Acre)
Single-Family Residential	25,100
Multi-Family Residential	27,800
Commercial	55,400
Industrial	23,300
Vacant	12,100
Residential – Mobile Home	25,100
Large Lot SFR (portion GT 0.5 acres)	2,500

### 5.3 DISTRICT BOUNDARY

The new assessment district would fund approximately half the local share of the cost of the improvements needed to provide “200-year” protection along the Sacramento River, Yolo Bypass, and Deep Water Ship Channel levees protecting West Sacramento. Accordingly, the new District would encompass all properties within the boundaries of the WSAFCA. Approximately 15,200 parcels are within the new District boundary.

### 5.4 ASSESSMENT SPREAD

The amount of the annual assessments collected from all properties is sized to be sufficient to cover the local share of the cost of the flood control improvements and the system operation and maintenance (O&M) costs associated with these improvements. These costs were described in Section 3 and presented in Tables 3-2 and 3-3. The assessment rate for the new District is calculated by dividing the amount of annual revenue required to support the improvements and O&M by the total relative flood damage reduction benefits for all parcels within the new District. These assessment rates are then added together to create the aggregate assessment rate. This aggregate assessment rate is shown in Table 5-4. The annual assessment for each parcel is computed by multiplying that parcel’s total relative flood damage reduction benefit by the aggregate assessment rate. Table 5-5 shows relative flood damage reduction benefits and assessments by land use categories.

**TABLE 5-4: ASSESSMENT RATES**

Project Feature	Assessment Rate
Flood Control Improvements	0.0016086
O&M	0.0002956
<b>Total</b>	<b>0.0019042</b>

**TABLE 5-5: RELATIVE FLOOD DAMAGES AND ASSESSMENTS BY LAND USE**

Land Use	Number Parcels	Land Damage Per AC	Parcel Area (acres)	Land Damage (\$)	Struct Value \$/SF	Flood Damage %	Building Footprint (sf)	Structure Damage (\$)	Total Benefit (\$)	Asmt Rate	Annual Revenue (\$)
<b>Flood Depth -- 0 to 1 ft</b>											
Commercial	0	55,400	0.0	0	70	20%	0	0	0	0.0019042	0.00
Industrial	24	23,300	83.5	1,945,317	60	59%	402,499	11,873,721	13,819,038	0.0019042	26,314.13
Multi Family Residential	0	27,800	0.0	0	60	15%	0	0	0	0.0019042	0.00
Public-Commercial	0	55,400	0.0	0	70	20%	0	0	0	0.0019042	0.00
Public-Industrial	3	23,300	7.7	178,944	50	59%	68,971	2,034,645	2,213,589	0.0019042	4,215.10
Public-Residential	0	25,100	0.0	0	60	15%	0	0	0	0.0019042	0.00
Public-Vacant	0	12,100	15.9	192,429	0	0%	0	0	192,429	0.0019042	366.42
Residential	16	25,100	3.8	96,133	60	15%	20,575	185,175	281,308	0.0019042	535.66
Residential-MobileHome	0	25,100	0.0	0	30	15%	0	0	0	0.0019042	0.00
Vacant	79	12,100	98.2	1,188,704	0	0%	0	0	1,188,704	0.0019042	2,263.52
Residential-Condo	0	25,100	0.0	0	60	15%	0	0	0	0.0019042	0.00
<b>Subtotal</b>	<b>130</b>		<b>209.1</b>	<b>3,601,527</b>			<b>492,045</b>	<b>14,093,540</b>	<b>17,695,067</b>		<b>33,695</b>
<b>Flood Depth -- 1 to 5 ft</b>											
Commercial	221	55,400	240.4	13,318,160	70	72%	2,418,901	121,912,610	135,230,770	0.0019042	257,505.60
Industrial	267	23,300	800.6	18,653,571	50	74%	9,538,731	352,933,047	371,586,618	0.0019042	707,572.94
Multi Family Residential	65	27,800	70.8	1,966,850	60	33%	728,975	14,433,705	16,400,555	0.0019042	31,229.84
Public-Commercial	26	55,400	610.4	33,814,621	70	72%	2,044,484	103,041,994	136,856,614	0.0019042	260,601.52
Public-Industrial	7	23,300	89.0	2,074,570	50	74%	399,406	14,778,022	16,852,592	0.0019042	32,090.60
Public-Residential	5	25,100	13.6	341,626	60	33%	120,844	2,392,711	2,734,573	0.0019042	5,207.16
Public-Vacant	175	12,100	814.3	9,852,635	0	0%	0	0	9,852,635	0.0019042	18,761.33
Residential	4,226	25,100	701.7	17,612,670	60	33%	5,332,650	105,586,470	123,199,140	0.0019042	234,595.04
Residential- Large Lot (1)	100	2,500	123.8	309,500	0	0%	0	0	309,500	0.0019042	589.35
Residential-MobileHome	13	25,100	57.4	1,438,736	30	33%	398,324	3,943,408	5,383,144	0.0019042	10,250.55
Vacant	542	12,100	1,114.0	13,479,177	0	0%	0	0	13,479,177	0.0019042	25,666.97
Residential-Condo	168	25,100	11.8	285,176	60	33%	134,400	2,661,120	2,956,296	0.0019042	5,629.36
<b>Subtotal</b>	<b>5,815</b>		<b>4,647.6</b>	<b>113,158,528</b>			<b>21,116,715</b>	<b>721,683,087</b>	<b>834,841,615</b>		<b>1,589,700</b>
<b>Flood Depth -- 5 to 10 ft</b>											
Commercial	55	55,400	138.3	7,662,275	70	125%	1,147,271	100,386,213	108,048,487	0.0019042	205,745.26
Industrial	184	23,300	621.9	14,489,914	50	105%	6,987,595	366,848,738	381,338,651	0.0019042	726,142.70
Multi Family Residential	45	27,800	82.2	2,284,875	60	70%	844,643	35,475,006	37,759,881	0.0019042	71,902.13
Public-Commercial	20	55,400	250.0	13,849,223	70	125%	433,987	37,973,863	51,823,056	0.0019042	98,881.20
Public-Industrial	7	23,300	103.5	2,411,976	50	105%	624,327	32,777,168	35,189,143	0.0019042	67,006.95
Public-Residential	0	25,100	0.0	0	60	70%	0	0	0	0.0019042	0.00
Public-Vacant	272	12,100	811.9	7,403,570	0	0%	0	0	7,403,570	0.0019042	14,097.83
Residential	6,996	25,100	1,155.4	28,999,536	60	70%	9,184,100	385,732,200	414,731,736	0.0019042	789,729.60
Residential- Large Lot (1)	177	2,500	443.3	1,108,229	0	0%	0	0	1,108,229	0.0019042	2,110.28
Residential-MobileHome	10	25,100	70.5	1,770,052	30	70%	509,000	10,689,000	12,459,052	0.0019042	23,724.45
Vacant	767	12,100	1,605.7	19,428,578	0	0%	0	0	19,428,578	0.0019042	36,995.78
Residential-Condo	235	25,100	31.5	789,897	60	70%	188,100	7,900,200	8,690,097	0.0019042	16,547.63
<b>Subtotal</b>	<b>8,778</b>		<b>5,114.1</b>	<b>100,198,123</b>			<b>19,919,023</b>	<b>977,782,386</b>	<b>1,077,980,509</b>		<b>2,052,684</b>
<b>Flood Depth -- 10 to 15 ft</b>											
Commercial	14	55,400	28.5	1,576,684	70	146%	136,581	13,958,678	15,535,262	0.0019042	29,582.15
Industrial	4	23,300	4.1	96,229	50	136%	11,507	762,476	878,705	0.0019042	1,673.22
Multi Family Residential	0	27,800	0.0	0	60	79%	0	0	0	0.0019042	0.00
Public-Commercial	1	55,400	1.8	99,866	70	146%	4,984	509,365	609,231	0.0019042	1,160.09
Public-Industrial	0	23,300	0.0	0	50	136%	0	0	0	0.0019042	0.00
Public-Residential	0	25,100	0.0	0	60	79%	0	0	0	0.0019042	0.00
Public-Vacant	38	12,100	157.9	1,910,595	0	0%	0	0	1,910,595	0.0019042	3,638.14
Residential	135	25,100	141.2	3,544,873	60	79%	449,550	21,308,670	24,853,543	0.0019042	47,325.96
Residential- Large Lot (1)	222	2,500	375.1	937,739	0	0%	0	0	937,739	0.0019042	1,785.64
Residential-MobileHome	0	25,100	0.0	0	30	79%	0	0	0	0.0019042	0.00
Vacant	260	12,100	1,044.6	12,639,483	0	0%	0	0	12,639,483	0.0019042	24,068.03
Residential-Condo	0	25,100	0.0	0	60	79%	0	0	0	0.0019042	0.00
<b>Subtotal</b>	<b>674</b>		<b>1,753.2</b>	<b>20,805,469</b>			<b>602,622</b>	<b>36,559,089</b>	<b>57,364,558</b>		<b>109,233</b>
<b>TOTAL</b>	<b>15,397</b>		<b>11,724.0</b>				<b>42,130,405</b>		<b>1,987,881,750</b>		<b>3,785,312</b>
<b>Summary of Total Assessment</b>											
Commercial	290	55,400	407.2	22,557,119	70		3,702,753	236,257,401	258,814,520	0.0019042	492,933
Industrial	489	23,300	1,510.1	35,185,031	50		16,840,332	732,437,981	767,623,012	0.0019042	1,481,703
Multi Family Residential	110	27,800	152.9	4,251,725	60		1,573,618	49,908,711	54,160,436	0.0019042	103,132
Public-Commercial	47	55,400	862.2	47,763,710	70		2,483,455	141,525,221	189,288,931	0.0019042	380,443
Public-Industrial	17	23,300	200.2	4,665,490	50		1,092,704	49,589,834	54,255,324	0.0019042	103,313
Public-Residential	5	25,100	13.6	341,862	60		120,844	2,392,711	2,734,573	0.0019042	5,207
Public-Vacant	493	12,100	1,599.9	19,359,229	0		0	0	19,359,229	0.0019042	36,864
Residential	11,373	25,100	2,002.1	50,253,212	60		14,986,875	512,812,515	563,065,727	0.0019042	1,072,186
Residential-MobileHome	23	25,100	127.9	3,209,788	30		907,324	14,632,408	17,842,196	0.0019042	33,975
Vacant	1,648	12,100	3,862.5	46,735,942	0		0	0	46,735,942	0.0019042	88,894
Residential-Condo	403	25,100	43.2	1,085,073	60		322,500	10,561,320	11,646,393	0.0019042	22,177
<b>TOTAL</b>	<b>15,397</b>		<b>11,724.0</b>	<b>237,763,648</b>			<b>42,130,405</b>	<b>1,750,118,102</b>	<b>1,987,881,750</b>		<b>3,785,312</b>

The details of applying the assessment rates to calculate an individual parcel's assessment are illustrated in Appendix A. The formula used to calculate assessments for all parcels can be expressed as follows:

For residential structures:

$$\text{Annual Assessment} = \text{Building Factor Constant} + [(\text{Parcel Rate})(\text{Parcel Acreage})]$$

For other land use categories:

$$\text{Annual Assessment} = [(\text{Building Rate})(\text{1st Floor Building Square Footage})] + [(\text{Parcel Rate})(\text{Parcel Acreage})]$$

- Building Factor Constant and Building Rate are functions of Land Use and Flood Depth Zone
- Parcel Rate is a function of Land Use
- First floor square footage for single family residential structures is classified into two categories: less than 1050 SF and greater than or equal to 1050 SF. These categories were developed from Yolo County Assessor's data as described in Section 5.2.1. The first floor square footage excludes garage area. The square footage for residential condominium units is 800 SF.
- For all commercial, industrial and multifamily residential structures, the first floor square footage was determined for each improved parcel in the new District using available data from the Yolo County Assessor's records, measurement of building size using the City's GIS database, or other sources
- Parcel Acreage was obtained from the Yolo County Assessor's records.
- Land Use categories were assigned to each parcel based on the Yolo County Assessor's Land Use Codes, RD 900 land use classifications, or special land use research conducted by the City.
- Flood Depth Zones are as defined in Figure 5-1.
- Table 5-6 contains the Building Factor Constant, Building Rate and Parcel Rate multipliers for the various Land Use categories and Flood Depth Zones. The use of Table 5-6 is demonstrated in the example assessment calculations below.

## 5.5 EXAMPLE ASSESSMENT CALCULATIONS

Using the assessment formula, Table 5-6, and the steps listed below, an individual parcel's assessment for either a current land use or potential future land use can be conveniently calculated.

- Step 1 – determine the appropriate Land Use category for the property.
- Step 2 – using Figure 5-1, determine the Flood Depth Zone for the property.
- Step 3 – using Table 5-6, determine the appropriate Parcel Rate and Building Rate or Building Factor Constant.



- Step 4 – insert the actual parcel acreage and, for non-residential properties, first floor building square footage into the assessment formula and calculate the assessment.

The following examples illustrate such calculations.

Example 1

Assume a two story single-family residential property located in Flood Depth Zone 2, parcel size 0.17 acres and a first-floor square footage (excluding garage area) of 1,200 square feet.

From Table 5-6, Parcel Rate = 47.795 and Building Factor Constant = 109.97. The assessment is calculated as:

$$(47.795 \times 0.17 \text{ ac}) + 109.97 = \$118$$

Example 2

Assume a one story single-family residential property located in Flood Depth Zone 1, parcel size 6.76 acres and a first-floor square footage (excluding garage area) of 1,010 square feet.

From Table 5-6, Parcel Rate for the first 0.5 acres = 47.795 and the Parcel Rate for the remaining acreage above 0.5 = 4.760. The Building Factor Constant = 33.93 in Flood Depth Zone 1. The assessment is calculated as:

$$(47.795 \times 0.50 \text{ ac}) + (4.760 \times (6.76 \text{ ac} - 0.50 \text{ ac})) + 33.93 = \$88$$

Example 3

Assume a commercial property located in Flood Depth Zone 2, parcel size is 1.02 acres and building first-floor square footage is 4,300 square feet.

From Table 5-6, Parcel Rate = 105.492 and Building Rate = 0.166617. The assessment is calculated as:

$$(105.492 \times 1.02 \text{ ac}) + (0.166617 \times 4,300 \text{ sf}) = \$824$$

Example 4

Assume a residential condominium unit located in Flood Depth Zone 2, parcel size 0.17 acres.

From Table 5-6, Parcel Rate = 47.795 and Building Factor Constant = 63.98. The assessment is calculated as:

$$(47.795 \times 0.17 \text{ ac}) + 63.98 = \$72$$

**TABLE 5-6: BUILDING AND PARCEL RATES BY LAND USE**

Land Use	Factors	RATE BY FLOOD ZONE					
		0' to 1'	1' to 5'	5' to 10'	GT 10'		
		0	1	2	3		
Single-Family Residential	Parcel (per Acre) (1)	47.795	47.795	47.795	47.795	47.795	47.795
	Building Factor Constant: First Floor SqFt Less than 1050 Sq Ft (2)	15.42	33.93	71.98			81.23
	Building Factor Constant: First Floor SqFt Greater than 1050 Sq Ft (2)	23.56	51.84	109.97			124.11
Residential-Condo	Parcel (per Acre)	47.795	47.795	47.795	47.795	47.795	47.795
	Building Factor Constant	13.71	30.16	63.98			72.21
Residential-Mobile Home Park	Parcel (per Acre)	47.795	47.795	47.795	47.795	47.795	47.795
	Building (per FF Sq Ft)	0.008569	0.018852	0.039988			0.045129
Multi-Family Residential	Parcel (per Acre)	52.937	52.937	52.937	52.937	52.937	52.937
	Building (per FF Sq Ft)	0.017138	0.037703	0.079976			0.090259
Commercial	Parcel (per Acre)	105.492	105.492	105.492	105.492	105.492	105.492
	Building (per FF Sq Ft)	0.026659	0.095971	0.166617			0.194609
Industrial	Parcel (per Acre)	44.368	44.368	44.368	44.368	44.368	44.368
	Building (per FF Sq Ft)	0.056174	0.070455	0.099970			0.129485
Vacant	Parcel (per Acre)	23.041	23.041	23.041	23.041	23.041	23.041
	Building (per FF Sq Ft)	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000
Agricultural	Parcel (per Acre)	4.760	4.760	4.760	4.760	4.760	4.760
	Building (per FF Sq Ft)	0.000000	0.000000	0.000000	0.000000	0.000000	0.000000

(1) For large lot Single Family Residential parcels (parcel area greater than 0.5 acres) multiply area greater than 0.5 acre by Agricultural Parcel rate.  
 (2) First Floor (FF) Sq Ft not including garage area

## 5.6 SPECIAL PROCEDURES

Condominiums. Condominium unit owners typically have an undivided interest in the structure "shell." Currently the condominium projects already constructed in the City are not multi-story, meaning that all condominium units in the City currently have a ground floor entrance. However, as identified in the City's General Plan, over time multi-story condominium projects are anticipated for development. The assessment formula has been developed in order to anticipate that type of development. Condominium units located on the first floor are assessed for damages to structure and contents. In flood depths 0 to 1 feet, 1 to 5 feet and 5 to 10 feet, condominium units on the second floor or higher will be assessed for structure damages only. In the greater than 10 feet flood zone, condominium units on second floor will be assessed for structure and content damages while units above the second floor will be assessed for structure damages only. The land damage benefit is allocated to the common parcel owned by the condominium's homeowner association. Percentage damages for condominium units on the second floor or higher are 8%, 20%, 43% and 67% for 0 to 1 ft, 1 to 5 ft, 5 to 10 ft and greater than 10 ft flood depth zones, respectively.

Public Parcels. Consistent with the requirements of Proposition 218, all publicly owned parcels are assessed proportionately to the special flood damage reduction benefit they receive from the improvements. That is, public parcels are treated the same as privately owned parcels for assessment calculation purposes. To calculate assessments for these parcels, a land use category was assigned to each public parcel based on its current use.

Assessment Exclusions. All parcels within the new assessment district that receive a special benefit from the flood control improvements are assessed. The only parcels excluded are those that are part of the flood control system itself such as levees and the deep water ship channel.

Minimum Assessments. The minimum annual assessment will be \$1.50 to reflect WSAFCA's cost to administer the Assessment District roll. All annual assessments calculated to be less than \$1.50 will be raised to the \$1.50 minimum.

Updating Assessment Rolls. Recalculating assessments on an annual basis would accommodate changes in the new assessment district over time. These changes can result from development activity such as recordation of subdivision maps, zoning changes, conditional use permits, and lot splits. An increase in building square footage, placement of a structure on an undeveloped parcel, or other such changes would trigger a recalculation of the assessment on the underlying property.

It is recognized that when dealing with the thousands of parcels that will be part of the new District, using information from the Yolo County Assessor's Office as the primary source of data for individual parcel characteristics may lead to some errors and some circumstances that do not precisely fit the intent of the new District. Where such circumstances are discovered, either by the persons administering the new assessment district or by the owners of the properties affected, the Executive Director of WSAFCA (or his designee) shall review such circumstances. The Executive Director of WSAFCA (or his designee) shall determine if corrections or adjustments are appropriate, any such corrections or adjustments being consistent with the concept, intent and

parameters of the new District as set forth herein. Unless such proposed changes are appealed to the WSAFCA Board of Directors, they will be incorporated into the assessment roll.

Annual Escalation and Termination. The assessment rate may increase by a maximum of two percent (2%) annually at the sole discretion of the WSAFCA Board of Directors. This escalation allowance will account for inflation in project costs. The assessment district will remain in effect until terminated by the WSAFCA Board of Directors.

## **5.7 ELIMINATION OF EXISTING ASSESSMENT DISTRICT**

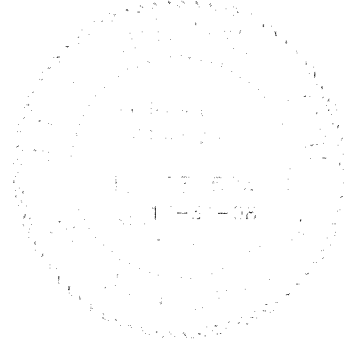
The WSAFCA Assessment District would replace the existing WSAFCA assessment district. Since 1995 the WSAFCA has been collecting approximately \$500,000 annually through an existing assessment district to fund the local share of previous levee improvements projects. The existing assessment district will be terminated if the proposed Assessment District is approved by property owners. If the proposed Assessment District is not approved by the property owners, the current assessment district will continue for approximately two years, when the revenue collection cap is reached.

## 6.0 CONCLUSION

It is concluded that the proposed new assessments do not exceed the special benefit received by the properties assessed over and above the benefits conferred on the public at large. It is also concluded that the amount of each assessment is proportional to, and no greater than, the special benefits conferred on each property assessed.

---

By: Robert J. Cermak, P.E.  
PB



## 7.0 SCHEDULE

In order to have Fiscal Year 2007-08 assessments collected on the Yolo County tax bills, the assessment roll for the new assessment district must be endorsed and filed with the Yolo County Auditor/Tax Collector no later than August 15, 2007. A schedule to meet this requirement is as follows:

Date	Event
April 12, 2007	Public Draft of Engineer's Report filed and delivered to JPA Board
May 8, 2007	JPA Board Meeting/Public Hearing on the new District: Board Action: Adopt Resolution of Intention to undertake a special capital assessment proceeding for the formation of the new West Sacramento Area Flood Protection Assessment District (the District), JPA Board Action: Adopt resolution tentatively approving the Engineer's Report and setting the date, time and place for a public hearing to consider formation of the new assessment district.
May 15, 2007	City and RD 900 present Community Workshops on the new assessment district.
May 22, 2007	Clerk of the JPA Board mails notice of hearing and assessment district ballots.
June 5, 2007	City and RD 900 present Community Workshops on the new assessment district.
July 10, 2007	JPA Board Meeting/Public Hearing on formation of the new assessment district: Open public hearing Opportunity for property owners to cast ballot or change ballot Consider any protests lodged against the new assessment district Determine whether any modifications need to be made to Engineer's Report Close public hearing Direct Clerk of JPA Board to tabulate the assessment ballots Adjourn JPA Board meeting to allow the Clerk time to tabulate the ballots, including any submitted at the hearing.
July 16, 2007	Reconvene JPA Board meeting: JPA Board Action: Receive and certify ballot tabulation JPA Board Action: Assuming no majority protest, adopt Resolution Confirming Engineer's Report (including any modifications to the report); ordering formation of the new assessment district and the levy and collection of assessments, and the sale of bonds as necessary to implement the project
August 2007	If new assessment district is formed, assessment roll transmitted to Yolo County Auditor/Tax Collector for inclusion on County tax bills.
October 2007	Final day for property tax bills to be mailed.

## APPENDIX A: ASSESSMENT EQUATION

The assessment equation is, in general:

$$\text{Assessment} = \{[(\text{Relative Land Damage Value}) \times (\text{Parcel Acreage})] + [(\text{Relative Structure Value}) \times (1^{\text{st}} \text{ Floor Building Square Footage}) \times (\text{Percent Damage})]\} \times \text{Assessment Rate}$$

Where:

- Relative Land Damage Value is as defined in Table 5-3 by land use category.
- Parcel Acreage is a particular parcel's acreage.
- Relative Structure Value is the unit structure cost as defined in Table 5-1 by land use category.
- First floor square footage for single family residential structures was assigned based on data provided by Yolo County Assessor's Office. The data provided by the County categorized residential parcels as having a building area (excluding garage area) greater than or less than 1050 SF or greater than or less than 2150 SF. The data also identified whether the structure was single or multi-story. A Square Footage for single family residential structures of 900 SF was assigned to single story homes having a building area less than 1050 SF and multi-story homes having a building area less than 2150 SF. For single story homes having a building area greater than 1050 SF and multi-story homes having a building area greater than 2150 SF, a square footage of 1375 SF was assigned. The square footage for residential condominium units is 800 SF.
- Percent Damage is the flood damage to structure and contents expressed as a percent of structure value as defined in Table 5-2. Flood depth zones are shown on Figure 5-1.
- Assessment Rate is as defined in Table 5-4.

The example assessment calculations provided in Section 5.5 of this Engineer's Report illustrated the use of the simplified combined assessment formula presented Section 5.4. The following assessment calculation demonstrates the use of the equivalent assessment equations defined in this Appendix.

Example 1 (same as Example 1 in Section 5.5)

Assume a two story single-family residential property with first floor square footage of 1200 SF, located in Flood Depth Zone 2 (5 to 10 ft) with parcel size 0.17 acres.

- From Table 5-3, Relative Land Damage Value is \$25,100 per acre.
- From Table 5-1, Relative Structure Value is \$60 per square foot.
- From Table 5-2, Percent Damage to Structure and Contents is 70-percent.
- From Table 5-4, the Assessment Rate is 0.0019042.
- Assessment =  $[(\$25,100/\text{ac} \times 0.17 \text{ ac}) + (\$60/\text{sf} \times 1,375 \text{ sf} \times 70\%)] \times 0.0019042 = \$118$

**APPENDIX B: ASSESSMENT ROLL**  
**(UNDER SEPARATE COVER)**



**AMENDMENT NO. 1  
to the  
MASTER AGREEMENT  
BY AND AMONG  
THE REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO,  
THE CITY OF WEST SACRAMENTO, AND  
CALIFORNIA STATE PARKS, WITH THE CONCURRENCE OF THE  
CIHC TASK FORCE,  
FOR THE DEVELOPMENT OF  
THE CALIFORNIA INDIAN HERITAGE CENTER AND STATE PARK  
Dated July 7, 2010**

This Amendment No. 1 to the Master Agreement between the City of West Sacramento Redevelopment Agency ("AGENCY"), City of West Sacramento ("CITY") and the State of California Department of Parks and Recreation ("STATE PARKS"), dated June 18, 2008, is made and entered into this 7 day of July 2010.

**RECITALS**

**WHEREAS**, the CITY and AGENCY executed a Master Agreement with STATE PARKS for development of a California Indian Heritage Center ("CHIC") dated June 18, 2008; and

**WHEREAS**, the CITY and AGENCY and STATE PARKS agreed to a Schedule of Performance in the Master Agreement (Exhibit E); and

**WHEREAS**, STATE PARKS has experienced delays in meeting the project milestones and activities listed in the schedule of performance; and

**WHEREAS**, the CITY and AGENCY wish to grant STATE PARKS an extension of time consistent with Section 11 L of the Master Agreement so that STATE PARKS may continue to develop the CIHC; and

**WHEREAS**, STATE PARKS has provided a revised project schedule of performance (attached and included herein as Exhibit "A"), extending project milestones to adequately complete project milestones and activities.

NOW, THEREFORE, IT IS MUTUALLY AGREED by parties hereto to amend the Master Agreement as follows:

**I. SCHEDULE OF PERFORMANCE:**

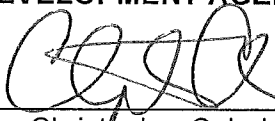
The time of performance for project activities as set forth in the Master Agreement (Exhibit E) dated June 18, 2008, shall be revised to read as provided in Exhibit "A", of this Amendment No. 1.

**II. REMAINING TERMS UNAFFECTED:**

Except as expressly amended by this Amendment No. 1, all provisions of the original Master Agreement remain unchanged and in full force and effect.

IN WITNESS WHEREOF the parties hereto have executed this Amendment as the date herein set forth.

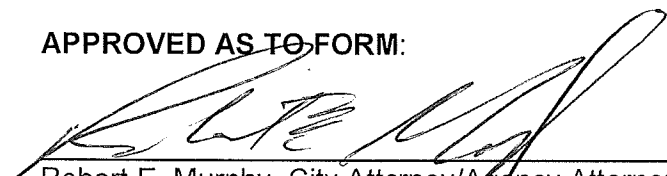
**REDEVELOPMENT AGENCY OF THE CITY OF WEST SACRAMENTO**

By:   
Christopher Cabaldon, Chair


**ATTEST:**

  
Kryss Rankin, Agency Clerk

**APPROVED AS TO FORM:**

  
Robert E. Murphy, City Attorney/Agency Attorney

**CITY OF WEST SACRAMENTO**

By:   
Christopher Cabaldon, Mayor

**CALIFORNIA STATE PARKS**

BY:   
for Ruth Coleman, Director

**CONCUR**

**CALIFORNIA INDIAN HERITAGE CENTER FOUNDATION AND TASK FORCE**

By:   
Larry Myers, Chairman

**EXHIBIT A**  
**Revised CIHC Project Schedule of Performance**

Activity	Original Target Dates Signed in the Master Agreement			Revised Target Dates Proposed for Master Agreement		
	Target Start Date	Target Completion Date	Default Completion Date	Target Start Date	Target Completion Date	Default Completion Date
Execute Master Agreement		Spring 2008	September 1, 2008		Spring 2008	September 1, 2008
<b>I. General Planning / Program EIR</b>						
General Plan Preparation – Scoping, Preparation of Preferred Alternatives	Summer 2008	Fall 2008		Summer 2009	Fall 2009	
Draft Environmental Impact Report (DEIR) with Public Hearing Process	Fall 2008	Fall 2009		Fall 2009	Fall 2010	
Certification of Final Program Level EIR	Fall 2009	Spring/Summer 2010		Fall 2010	Spring/Summer 2011	
Adoption of General Plan	Spring 2010	Spring/Summer 2010	December 31, 2010	Spring 2011	Spring/Summer 2011	December 31, 2011
<b>II. Design / Project EIR</b>						
Schematic Design	Summer 2010	Summer 2011		Summer 2011	Summer 2012	
Prepare Draft Project Level EIR	Summer 2010	Summer 2012		Summer 2011	Summer 2013	
Preliminary Plans (Phase One)	Summer 2011	Summer 2012		Summer 2012	Summer 2013	
Approval to Proceed with Working Drawings	Summer 2012	Summer 2013		Summer 2013	Summer 2014	
Prepare Construction Documents (Phase One)	Summer 2012	Summer 2014	June 30, 2015	Summer 2013	Summer 2015	June 30, 2016
<b>III. Pre-Construction</b>						
Environmental Permitting	Fall 2012	Winter 2014		Fall 2013	Winter 2015	
Phase One Funding in Place	Summer 2013	Summer 2014		Summer 2014	Summer 2015	
Approval to Proceed to Bid	Summer 2014	Summer 2015		Summer 2015	Summer 2016	
Exercise Option Agreement	Summer 2014	Summer 2015		Summer 2015	Summer 2016	
Finalize Land Transaction (180 day escrow)	Summer 2014	Summer 2015	December 31, 2015	Summer 2015	Summer 2016	December 31, 2016
<b>IV. Construction</b>						
Construction Start (Phase One)	Fall 2014	Summer 2016		Fall 2015	Summer 2017	
Projected Opening Date	Summer 2016	Summer 2018	June 30, 2018	Summer 2017	Summer 2019	June 30, 2019

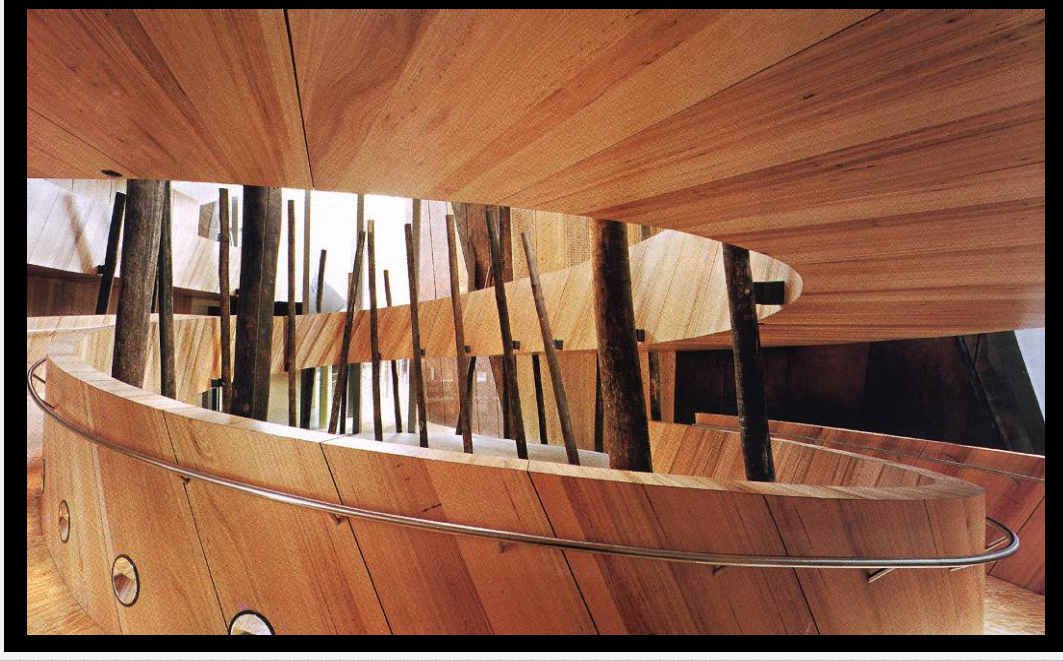
# Appendix B

---

## Design Guidelines and Standards

---





**The CIHC will combine contemporary and traditional design elements representative of California Indian culture.**

## B.1 OVERVIEW AND USE

The Master Agreement between the City of West Sacramento, the Redevelopment Agency of the City of West Sacramento, and California State Parks (State Parks) includes the stipulation that “design standards” shall be provided as part of the General Plan in “...sufficient detail to permit meaningful review and approval by the Agency”. This appendix is therefore included to fulfill the requirements of the Master Agreement, and to provide guidance for the future physical design of the CIHC consistent with the *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007), *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008), and this General Plan.

Although the Master Agreement stipulates the provision of design standards, this appendix includes both standards and guidelines. Design standards typically refer to specific, measurable design requirements with definitive limits (e.g., building height, size of parking stalls, width of trails). Where such standards can be determined at this time, they have been included. Some standards have already been defined in existing State Parks documents, which are referenced where applicable. Standards in the appendix are compulsory, and include specific, measurable requirements, and may sometimes be identified by the words *must* or *shall*. This example of a design standard can be found in the building form and massing section:

*To control the height of the main Heritage Center building, 70% or more of the western side should be two stories or less. No greater than 30% of the building may exceed the two-story limit.*

Since this General Plan addresses aspects of design that are still at the conceptual stage, including the location and architectural design of all buildings, the appendix also provides design guidelines. Design guidelines are recommended, but not compulsory, and should be applied based on review and analysis of the final design. Design guidelines can often be identified by words such as *should* and *may*, and include elements of discretionary design. This example can be found in the building and site design section:

*The location of building entrances will honor native traditional customs.*

Whether standards or guidelines, the intent is for the guidance in this manual to encourage high-quality design that is consistent with the mission of the CIHC, minimizes impacts on the site, and respects the nearby established neighborhoods.

## B.2 BUILDING SITE DESIGN

Buildings at the CIHC should be located and oriented in a manner that supports the vision for their use, presents an attractive appearance to the public, and is complementary to the existing neighborhood. The location and orientation of buildings should seek to maximize opportunities for the views available from the spectacular Riverfront site. Building orientation and access should also be designed so as to screen features such as parking lots and loading zones.

### B.2.1 HERITAGE CENTER

- ▶ **Building Site Design Guideline 1:** Locate the main Heritage Center building on the riverside of the levee in the Heritage Center zone as noted in Exhibit 4-2, CIHC Management Zone Diagram. The precise location of the building will be determined at the architectural design phase and will comply with all flood design regulations.
- ▶ **Building Site Design Guideline 2:** Maximize opportunities for views from the building and grounds toward the American and Sacramento Rivers to the east and vistas beyond.
- ▶ **Building Site Design Guideline 3:** Design the main Heritage Center building so that it is integrated into the landscape as viewed from residential neighborhoods located on the landside of the levee.
- ▶ **Building Site Design Guideline 4:** The location of building entrances will honor native traditional customs.
- ▶ **Building Site Design Guideline 5:** Service areas, loading docks, and access to covered parking should be located on the north side of the building and screened from public view.
- ▶ **Building Site Design Guideline 6:** Landform grading on the East Riverfront property should be minimized, where possible, to ensure protection of the surrounding habitat areas and allow the building to fit naturally into its riverside context.

### B.2.2 COMMUNITY AND ANCILLARY SERVICES BUILDINGS

- ▶ **Building Site Design Guideline 7:** Locate the community and ancillary services buildings on the landside of the levee just north of and adjacent to Marina Way. The primary elevation of these buildings should be oriented toward Fountain Drive and Marina Way. Pedestrian access may be from both streets; vehicular access should seek to minimize traffic on Fountain Drive.
- ▶ **Building Site Design Guideline 8:** Orient the community and ancillary services buildings to screen views of vehicle parking as viewed from Fountain and Lighthouse Drives and nearby residential neighborhoods.

- ▶ **Building Site Design Guideline 9:** Service areas and loading docks serving buildings should be located on the parking lot side and screened from public view wherever possible.

### **B.2.3 COMMUNITY CENTER AND ARTIST-IN-RESIDENCE BUILDINGS**

- ▶ **Building Site Design Guideline 10:** Locate the community center so that it fronts onto Fountain Drive and is easily visible to the public, but can be conveniently accessed from the parking lot at the levee side of the community and ancillary services zone. In this location, the community center can serve as a buffer for the artist-in-residence units which require a less active setting.
- ▶ **Building Site Design Guideline 11:** Locate the artist-in-residence buildings to the east of the community center toward the levee in a landscaped setting designed to provide a more serene, contemplative atmosphere than the active use areas located near Fountain Drive and Marina Way.

### **B.2.4 SAFETY AND OPERATIONS BUILDING**

- ▶ **Building Location and Orientation Guideline 1:** Locate the safety and operations building at the northernmost end of the site on the landside of the levee, with access from both Fountain Drive and the levee road. The building should be oriented toward Fountain Drive so as to screen any service vehicles or equipment that may be parked toward the levee side.



**The main Heritage Center building should be designed so that the building appears to be integrated into the landscape and its visibility from residential neighborhoods to the west is minimized.**



## B.3 BUILDING FORM AND MASSING

The CIHC is envisioned as a destination of regional and national significance, which should be reflected in its design, and tempered by its location within an existing single-family residential neighborhood. At full build-out of 100,000 to 125,000 square feet, the main Heritage Center building must be carefully designed to minimize its overall profile and mass to avoid having it appear to loom over areas to the west on the landside of the levee. Likewise, buildings on the landside of the levee need to be scaled appropriately given their relationship to adjoining residential neighborhoods. The Heritage Center and associated buildings must therefore be conscientiously designed to present their distinctive purposes, while also complementing the existing context.

### B.3.1 HERITAGE CENTER

- ▶ **Building Form and Massing Guideline 1:** The main Heritage Center building should be divided into distinct, articulated sections to minimize the appearance of an oversized building. This could be creatively interpreted (e.g., separate but connected buildings, or a single building with variations in height and form). Long, blank or unarticulated walls should be avoided.
- ▶ **Building Form and Massing Guideline 2:** To control the height of the main Heritage Center building, 70% or more of the western side should be two stories or less. No greater than 30% of the building may exceed the two-story limit. Portions of the building not visible from the west may also exceed the two-story height limit if stepped down on multiple levels following the landform sloping toward the river.

### B.3.2 COMMUNITY AND ANCILLARY SERVICES BUILDINGS

- ▶ **Building Form and Massing Guideline 3:** The community and ancillary services buildings will be located near one- and two-story, single-family homes and two-story condominiums. In general, the community and ancillary services buildings should be one to three stories in height, consistent with the standards being established for the Neighborhood Center Mixed Use land use designation identified in the City of West Sacramento General Plan Update to be completed in late 2011.
- ▶ **Building Form and Massing Guideline 4:** The community and ancillary services buildings should include such features as varied rooflines and facades with changes in building elevations to reduce the appearance of mass and present a human-scaled appearance.
- ▶ **Building Form and Massing Guideline 5:** Taller features (for instance a tower) may be incorporated at corners, such as near the intersection of Lighthouse Drive and Marina Way, but may not exceed the equivalent of three stories in height.

### B.3.3 COMMUNITY CENTER AND ARTIST-IN-RESIDENCE BUILDINGS

- ▶ **Building Form and Massing Guideline 6:** The community center should be consistent with the guidelines proposed in B.2.2, Community and Ancillary Services Building, above.
- ▶ **Building Form and Massing Guideline 7:** The artist-in-residence buildings may be stand-alone units, or combined in a multi-unit building. If designed as a multi-unit building, the guidelines in B.2.2, Community and Ancillary Services Building, apply.

### B.3.4 SAFETY AND OPERATIONS BUILDING

- ▶ **Building Form and Massing Guideline 8:** The safety and operations building should not exceed two stories in height, be modest in scale, and designed with architectural massing to complement the adjacent residential neighborhood.



The main Heritage Center building should be creatively interpreted with variations in the façade to minimize the appearance of mass.



The community and ancillary services building should be consistent with the scale of residential buildings in the neighborhood.

## B.4 BUILDING APPEARANCE AND MATERIALS

As a representation of the varied cultural heritage of California Indians, the main building of the CIHC should be influenced by the materials, elements, and motifs of traditional California Indian structures. However, this should not be narrowly interpreted to mean that only traditional materials such as native wood and stone can be used. The main Heritage Center building is intended to serve as a focal point for contemporary native culture, and as such, it should incorporate contemporary architectural elements and sustainable materials, while being mindful of traditional building materials.

### B.4.1 EXTERIOR MATERIALS

- ▶ **Building Materials Guideline 1:** Select building materials that display a natural appearance (e.g., stone, wood, metal, rammed earth) and are representative of materials similar to those used in traditional California native structures.
- ▶ **Building Materials Guideline 2:** Contemporary, sustainable materials (e.g., rapidly renewable wood products or fabricated stone products) are encouraged if they are high-quality, durable, and generally consistent with the appearance and general use intent of traditional California native building materials.
- ▶ **Building Materials Guideline 3:** Incorporate California Indian architectural elements and building materials in a manner that does not display partiality toward a particular tribe or region.
- ▶ **Building Materials Guideline 4:** The design of the main Heritage Center building shall incorporate visual connections between the indoors and outdoors through the use of glass. However, highly polished or reflective materials (e.g., stainless steel or mirrored glass) shall not be used as a primary building material in any CIHC buildings.

### B.4.2 ROOFING

- ▶ **Building Materials Guideline 5:** Use of materials that complement the natural setting is preferred.
- ▶ **Building Materials Guideline 6:** Roofing materials shall be selected from those with a Class A fire-resistant rating (per American Society of Testing and Standards).
- ▶ **Building Materials Guideline 7:** The installation of a “green” roof or roof garden is highly encouraged, where the design of the roof and building are suitable.
- ▶ **Building Materials Guideline 8:** Solar panels, green roof systems, and other energy efficient roofing technologies may be installed for public education purposes and to promote building sustainability.

- ▶ **Building Materials Guideline 9:** Roof-mounted equipment (e.g., antennas, satellite dishes, HVAC units) shall be placed on the building or screened so as to be hidden from view from adjacent at-grade public streets.
- ▶ **Building Materials Guideline 10:** Roof materials must be non-reflective to minimize glare.



Traditional building materials (stone, wood, metal) should be reinterpreted in a contemporary manner.

## B.5 SUSTAINABILITY

This section addresses the sustainability of CIHC facilities and amenities. State Parks is committed to applying sustainable building and landscape design measures, and the CIHC's facilities provide an excellent opportunity to incorporate them into its facilities. Sustainable building and site design can also result in reductions in infrastructure (such as the need for extensive storm water piping lines) with corresponding cost reductions. Also see the Lighting and Landscaping sections for additional sustainability measures.

### B.5.1 GENERAL

- ▶ **Sustainability Guideline 1:** Emphasize implementation of sustainability measures in the design and construction of the main collections facility and its grounds. Seek Leadership in Energy and Environmental Design (LEED®) building certification.
- ▶ **Sustainability Guideline 2:** Apply the California *Green Building Standards Code* (CALGREEN) in the design and construction of all CIHC buildings.
- ▶ **Sustainability Guideline 3:** Develop and implement a construction management plan that takes into accounts the design and development phases of the CIHC.

### B.5.2 WATER CONSERVATION

- ▶ **Sustainability Guideline 4:** Install low-water-use appliances and fixtures, including faucets, dishwashers, and toilets.
- ▶ **Sustainability Guideline 5:** Install high-efficiency toilets and urinals. Evaluate the use of composting toilets for restrooms on CIHC grounds.

### B.5.3 ENERGY CONSERVATION

- ▶ **Sustainability Guideline 6:** Apply the U.S. Environmental Protection Agency's (EPA's) "Target Finder" to establish energy conservation goals for all CIHC buildings.
- ▶ **Sustainability Guideline 7:** Incorporate daylighting into building design to reduce lighting loads and associated cooling expenses.
- ▶ **Sustainability Guideline 8:** Install office equipment, cafeteria and lunch room appliances, and heating and cooling systems that meet current Energy Star standards as defined by the EPA.



**A green roof, such as this roof and window system installed at the California Academy of Sciences, can help to reduce energy use, support native plants, conserve water, and decrease storm water runoff.**



**Apply daylighting in buildings to reduce energy usage.**

#### **B.5.4 MAINTENANCE**

- ▶ **Sustainability Guideline 9:** Protect visitor and staff health and comfort through the use of green cleaning products.
- ▶ **Sustainability Guideline 10:** Seek opportunities to minimize waste and improve efficiency in the operation of CIHC facilities by implementing a waste management and recycling program.
- ▶ **Sustainability Guideline 11:** Reduce resource use and promote public health by emphasizing the use of drought-tolerant native plants, which require little or no application of fertilizers and pesticides.

#### **B.5.5 MATERIALS USE**

- ▶ **Sustainability Guideline 12:** Use construction materials that are locally available rather than comparable materials that must be transported long distances.
- ▶ **Sustainability Guideline 13:** Include materials in the building, furnishings, and fixtures that have recycled components or content whenever possible.
- ▶ **Sustainability Guideline 14:** Incorporate building materials from rapidly renewable sources whenever feasible.

## B.6 LIGHTING

Lighting is essential to ensure public safety and the security of persons and facilities and to promote efficient circulation and access. All buildings in the park will include interior and exterior lighting, and lighting will be provided on access driveways, parking lots, and on primary pedestrian routes. Interior lighting will be defined at the architectural design stage. The following guidelines are intended to direct the design and installation of exterior lighting in the park.

### B.6.1 GENERAL LIGHTING GUIDELINES

- ▶ **Lighting Guideline 1:** Install lighting fixtures in high-use areas, such as at park access points, building entries, parking lots, and pedestrian walkways.
- ▶ **Lighting Guideline 2:** Prevent light spillover to the surrounding community and nearby neighborhoods; habitat preserve areas and bodies of water within the CIHC; and natural areas adjacent to the CIHC, such as the Sacramento River. Incorporate lighting fixtures with design features such as hoods that direct light toward areas to be illuminated.
- ▶ **Lighting Guideline 3:** Lighting fixtures shall be high-quality, sturdy, and vandal-resistant.
- ▶ **Lighting Guideline 4:** Select energy efficient lighting fixtures, such as solar or LED lighting, that meet relevant safety standards set by the Illuminating Engineering Society of North America.
- ▶ **Lighting Guideline 5:** The entry monument and wayfinding signage shall be illuminated at night with accent lighting.
- ▶ **Lighting Guideline 6:** Install motion sensors, where suitable, to reduce lighting use.
- ▶ **Lighting Guideline 7:** Avoid the use of high-intensity discharge (HID) lighting within the park, including metal halide, sodium vapor, xenon arc, and other similar types of HID lighting. Light-emitting diode (LED), fluorescent, and other low-energy use lighting technologies are preferred.

### B.6.2 EXTERIOR BUILDING LIGHTING

- ▶ **Lighting Guideline 8:** To minimize unwanted light spillover, restrict exterior building lighting to entry and exiting areas, and select fixtures that direct light downward.
- ▶ **Lighting Guideline 9:** Discreet use of decorative illumination may be incorporated into exterior building and landscape lighting to enhance nighttime wayfinding.



### B.6.3 ROADWAYS AND PARKING LOTS

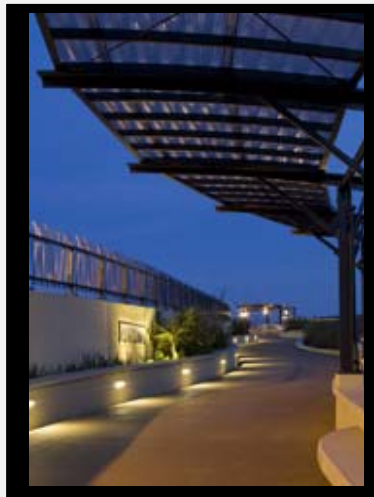
- ▶ **Lighting Guideline 10:** Use pedestrian scale lighting, such as bollards or pole lighting, to illuminate walkways and trails adjacent to Marina Way and the levee road to promote way finding and public safety. Install lighting with light shields or similar mechanisms to minimize light spillover to natural areas and adjacent neighborhoods.
- ▶ **Lighting Guideline 11:** Parking lot lighting should be the minimum necessary to ensure safety and security while avoiding light spillover into the park and neighborhoods.

### B.6.4 HIGH ACTIVITY AREAS

- ▶ **Lighting Guideline 12:** High activity areas, such as the central courtyard and drop-off area at the main building and the public plaza near the ancillary and support buildings, should be well-lit with pedestrian-scale lighting.

### B.6.5 PEDESTRIAN WALKWAYS AND TRAILS

- ▶ **Lighting Guideline 13:** Pedestrian-scaled (pole or bollard lighting) shall be installed along the following trails and pedestrian walkways: paved pedestrian walkways connecting buildings with other buildings, and connecting buildings and parking lots; the riverfront pedestrian path; and Marina Way.
- ▶ **Lighting Guideline 14:** The riverfront pedestrian path shall include pedestrian-scale lighting (bollard) with a control system for automatic shut-off during hours when the park is closed to the public.



Install a variety of pedestrian-scaled lighting fixtures designed to minimize light spillover into nearby residential neighborhoods.

## B.7 TRAILS AND PATHS

This section identifies the hierarchy of trails and paths in the park, and specifies their intended use so that standards may be applied at the design phase. The park will include a rich network of pedestrian paths and walkways, and bicycle traffic will be accommodated on-street or on Class I, multi-use trails.

### B.7.1 MULTI-USE TRAILS

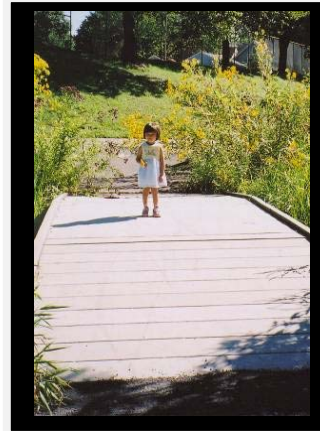
- ▶ **Trail Guideline 1:** A multi-use trail has been identified for along the levee road. Multi-use trails are intended to accommodate bicycle and pedestrian traffic on a paved surface with adequate width (10 feet minimum) to allow for two-way traffic. Multi-use trails must meet standards for universal access as defined in *California State Parks Accessibility Guidelines 2009 Edition* (or latest version, if revised).
- ▶ **Trail Guideline 2:** Evaluate the feasibility of equestrian use on multi-use trails in the park.

### B.7.2 PEDESTRIAN PATHS

- ▶ **Trail Guideline 3:** Pedestrian paths are intended to allow visitors access to natural areas, primarily on the riverside of the levee, while also minimizing disturbances to native habitat. Pedestrian paths should be unpaved, with a natural surface to reduce the effect of the trail on habitat areas. Pedestrian paths should generally conform to the Class I trail designation, as identified in the California State Parks 1991 *Trails Handbook* (or latest version) although some paths may be more suitable for Class II designation. Pedestrian paths may meet American with Disabilities standards for universal access, depending on topographic conditions. See *California State Parks Accessibility Guidelines 2009 Edition* (or latest version) for guidance.

### B.7.3 PEDESTRIAN WALKWAYS

- ▶ **Trail Guideline 4:** Pedestrian walkways are paved sidewalks intended to provide direct access between parking areas and all buildings on the site. Consistent with the CIHC commitment to sustainability, pedestrian paths may be constructed of permeable paving materials as long as the material selected does not impede pedestrian travel and meets California State Parks accessibility standards.



The design of pedestrian and bicycle trails and paths should reflect use and context.

## B.8 PEDESTRIAN ACCESS

The CIHC is an urban park offering extensive pedestrian access via trails, paths, and walkways (see Section B.6 above). This section identifies pedestrian access areas that are of particular note or may require special treatment. Construction standards and guidelines for universal access to a wide variety of parks facilities are defined in *California State Parks Accessibility Guidelines 2009 Edition* (or latest version).

### B.8.1 TRANSIT STOPS

- ▶ **Pedestrian Access Guideline 1:** A transit stop, or stops, should be located on the landside of the levee, with access from Lighthouse Drive and/or Marina Way. The stop should be constructed to accommodate bus, trolley, shuttle, or any other form of transit serving the park.
- ▶ **Pedestrian Access Guideline 2:** A bus stop for school and charter buses must be provided near the primary entrance to the main Heritage Center building.
- ▶ **Pedestrian Access Guideline 3:** Transit stops must provide, at a minimum, seating, shade, informational signage, and waste receptacles.

### B.8.2 PEDESTRIAN ACCESS RAMPS

- ▶ **Pedestrian Access Guideline 4:** Due to the topographic constraints, at least two pedestrian access ramps are envisioned for the park:
  - Construction of facilities on the landside of the levee in Phase 4 (the artist-in-residence facility, community center, etc.) will necessitate the addition of a path/ramp providing access to the main East Riverfront property. The path/ramp should connect with the east-west multi-use trail. The path/ramp must be paved, comply with ADA standards, and be a minimum of 8 feet in width.
  - Since the level of the Sacramento River is significantly lower than the East Riverfront property, a ramped trail must be constructed from the boat dock on the Sacramento River to the main facility. The ramp must be paved, provide universal access, and be a minimum 8 feet in width.

### B.8.3 CROSSWALKS

- ▶ **Pedestrian Access Guideline 5:** To ensure pedestrian safety, enhanced pedestrian crosswalks are envisioned at the following locations:
  - Near the intersection of Marina Way and Lighthouse Drive to allow residents from nearby neighborhoods to access the park, and

- Near the intersection of Marina Way and the levee road.
- ▶ **Pedestrian Access Guideline 6:** Pedestrian crossings should be a continuation of the direct line of travel along pedestrian routes.
- ▶ **Pedestrian Access Guideline 7:** Pedestrian crosswalks should be distinctly marked with one or more of the following: pavement striping, changes in paving materials or patterns, or raised pavement sections. Signage and lighting can be added to draw motorists' attention to pedestrian crossing areas.



Transit shelters, ramps, and crosswalks afford greater safety, comfort, and ease of access for pedestrians and cyclists.

## B.9 PLAZAS AND COURTYARDS

Plazas and courtyards are open gathering areas that can be flexibly used for a variety of activities. Plazas and courtyards can function as staging areas for groups, serve as meeting and resting places, and can accommodate special events such as festivals and artistic displays. The CIHC is envisioned to include a public plaza as part of the community and ancillary services area, and a central courtyard within the wings of the main Heritage Center building.

### B.9.1 COMMUNITY AND ANCILLARY SERVICES PUBLIC PLAZA

- ▶ **Public Plaza Guideline 1:** Design the public plaza with sufficient flexibility to accommodate moderately large special events while also creating an inviting setting for visitors to relax and rest. Special events could include a farmer's market, arts and crafts fairs, some native celebrations, and performing arts events.
- ▶ **Public Plaza Guideline 2:** The public plaza should consist primarily of hardscape areas incorporating decorative paving. Paved areas should be broken into smaller visual segments through changes in materials and colors. Large, undifferentiated paved areas should be avoided.
- ▶ **Public Plaza Guideline 3:** The public plaza should include a variety of seating types, such as seatwalls and benches.
- ▶ **Public Plaza Guideline 4:** Shade trees and/or shade structures must be provided. The location of shade trees and structures should be coordinated with the location of seating areas so that seating is comfortably shaded, as seasonally appropriate.
- ▶ **Public Plaza Guideline 5:** Planted areas should consist primarily of low-water-use native plants, located in beds and planters. The use of non-native ornamental plants should be minimized.
- ▶ **Public Plaza Guideline 6:** A water feature should be considered as an integral, central focal point. The public plaza should also be designed as a display area for permanent and temporary displays of California Indian art.

### B.9.2 HERITAGE CENTER COURTYARD

- ▶ **Courtyard Guideline 1:** Existing natural features, such as native oak trees, shall be preserved as landscape elements in the courtyard.
- ▶ **Courtyard Guideline 2:** The courtyard should be designed with natural materials, such as wood, stone, and native plants, to complement the design of the Heritage Center.

- ▶ **Courtyard Guideline 3:** Seating and shade trees or shade structures must be provided. Seating should be located to allow enjoyment of views across the Sacramento River, as appropriate.
- ▶ **Courtyard Guideline 4:** The courtyard may incorporate a combination of paved areas, such as pedestrian walkways, and informal surfaces, using materials such as decomposed granite that are consistent with the natural, scenic setting.
- ▶ **Courtyard Guideline 5:** Plants should be selected from California native species consistent with California Indian traditions, and suitable for the microclimate of the courtyard. See Section B.11, Landscaping, for more landscaping guidelines.



The public plaza and courtyard should offer a variety of seating choices, landscaping, shade opportunities, and outdoor art.



The public plaza and courtyard should be designed as active use spaces.

## B.10 SIGNAGE

Signage serves a variety of functions and is fundamental to the efficient operation of the park. Signage should be subject to a consistent design program that represents the mission of the park and is easily recognizable and interpreted by the visitor. The overall signage program should include, at a minimum, these signage types: entry, wayfinding and circulation, and interpretative, as detailed in the following guidelines.

### B.10.1 SIGNAGE FOR CIRCULATION TO AND FROM THE PARK

Because the park is a state facility with regional, state, and even national visitation, it will be important to guide visitors to the park in a manner that minimizes impacts on the existing West Sacramento community and neighborhoods near the park. Effective signage contributes to this effort by guiding visitors along direct routes that keep through-traffic in neighborhoods to a minimum.

- ▶ **Signage Guideline 1:** Coordinate with state and local transportation departments to install signage on public streets directing circulation to and from the park.
- ▶ **Signage Guideline 2:** Locate signage to promote efficient visitor circulation to and from the park while minimizing through-traffic in nearby residential neighborhoods.
- ▶ **Signage Guideline 3:** Coordinate with the City of West Sacramento to install signage in nearby residential neighborhoods that prohibits visitor parking on neighborhood streets.
- ▶ **Signage Guideline 4:** Consider the potential application of a parking permit program to be applied by the City in residential neighborhoods to control visitor parking in the local neighborhoods.
- ▶ **Signage Guideline 5:** Street signage may be customized to include distinctive CIHC signage that is easily recognizable by visitors, but must conform to approved City of West Sacramento street signage standards in height, size, and placement.
- ▶ **Signage Guideline 6:** Install signage and road striping at the intersection of Marina Way and Lighthouse Drive to encourage left turns for visitors leaving the facility.

### B.10.2 ENTRY SIGNAGE

- ▶ **Signage Guideline 7:** Develop entry signage to be used at all boundary access points, including roadways and bicycle and pedestrian paths, that includes the CIHC logo and park name and provides a clear sense of arrival at the park.
- ▶ **Signage Guideline 8:** Coordinate with appropriate agencies and organizations to ensure that neighborhood identification signage is distinct and separate from that used for the park.



- ▶ **Signage Guideline 9:** Identify the Marina Way entrance as the primary entrance to the park with a distinctive entry monument and landscaping at a scale appropriate to the surrounding community.

### **B.10.3 WAYFINDING**

Wayfinding and circulation signage serve to orient visitors arriving at and navigating through the park. Wayfinding signage may be based on standard State Parks signage, or may be customized to reflect the CIHC's unique mission.

- ▶ **Signage Guideline 10:** Select or develop a wayfinding signage program that is consistently applied throughout the park.
- ▶ **Signage Guideline 11:** Use wayfinding signage to identify routes to all facilities and features of interest open to the public.

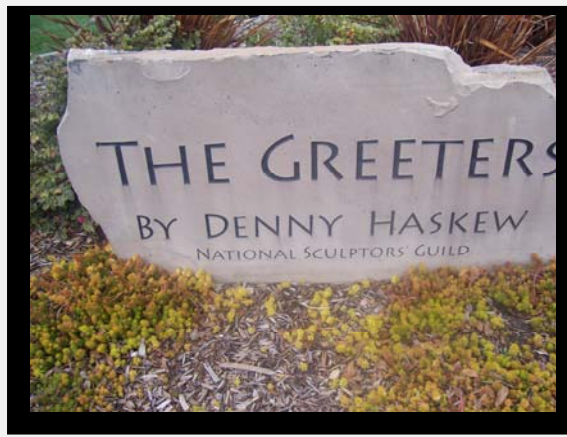
### **B.10.4 INFORMATIONAL AND INTERPRETIVE**

Informational and interpretive signage imparts natural, historic, and cultural information of interest to park visitors, and can be located throughout the park. As with other types of park signage, informational and interpretive signage should conform to a consistent signage program.

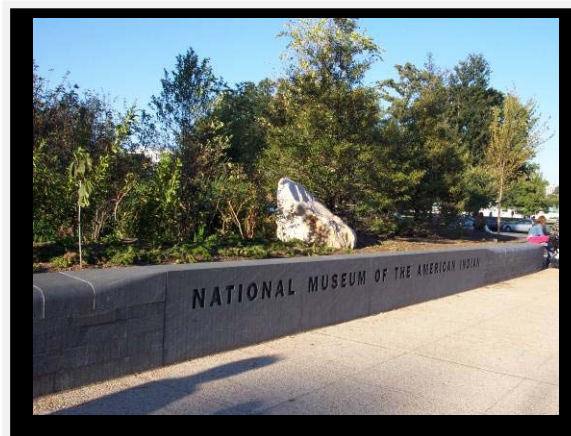
- ▶ **Signage Guideline 12:** Develop an informational and interpretive signage program that uses design elements (e.g., colors, symbols, and materials) representative of California Indian cultural heritage. Use a range of signage types, from simple plaques to platform signs suitable for the type of information to be imparted.
- ▶ **Signage Guideline 13:** Ensure that the content of informational and interpretive signage is consistent with the goals and guidelines identified in Section 4.7, Interpretation and Education.



Examples of wayfinding and informational signage



Examples of informational and interpretive signage



Examples of entry signage

## B.11 LANDSCAPING

This section addresses areas within park grounds that are not designated as natural habitat preserves, including areas around buildings, within the courtyard or public plaza, or in themed gardens. Landscaping should be designed to reflect the circumstances of each location, while also creating a coherent park experience that avoids distinct lines of demarcation between “natural” and “landscaped”. This coherence can be achieved, in part, through the use of landscaping that emphasizes native plant species, as well as natural materials such as decomposed granite instead of asphalt where appropriate for some trails.

### B.11.1 GENERAL GUIDELINES

- ▶ **Landscape Guideline 1:** Protect the existing native oak trees on the site whenever possible and incorporate them into the design of the center’s grounds.
- ▶ **Landscape Guideline 2:** Restrict the use of turf areas within the park, except as required for recreational areas such as the native games field and the amphimeadow.
- ▶ **Landscape Guideline 3:** Bare soil should be planted or mulched to reduce storm water runoff.
- ▶ **Landscape Guideline 4:** Native deciduous shade trees should be planted to shade the west and south sides of buildings and all paved areas to reduce heat during the summer months.
- ▶ **Landscape Guideline 5:** Install a landscape buffer between the existing Regatta at the Rivers neighborhood and the community center and artist-in-residence area (located on the former JTS property). Include large canopy shade trees and low-water use native plantings.

### B.11.2 IRRIGATION

- ▶ **Landscape Guideline 6:** Emphasize low-water-use culturally significant native plants species wherever feasible to reduce irrigation needs.
- ▶ **Landscape Guideline 7:** Where irrigation is used, install drip irrigation except where conventional sprinklers are needed to maintain turf.
- ▶ **Landscape Guideline 8:** Irrigation shall be on a timer to ensure watering occurs during lower evaporation periods of the day.
- ▶ **Landscape Guideline 9:** Bioretention areas based on low impact development principles shall be incorporated into site design.

### B.11.3 THEMED GARDENS

- ▶ **Landscape Guideline 10:** Incorporate the design of one or more themed interpretive display gardens and include California native plant species of importance to native peoples for food, fibers, and medicine. Ensure that the gardens are interactive (not simply for display) and can be used for cooking, teaching, harvesting, and other cultural purposes.

### B.11.4 MAINTENANCE

- ▶ **Landscape Guideline 11:** Minimize the use of commercial fertilizers and pesticides.



Interactive, themed gardens should be incorporated into the design of CIHC grounds to help present interpretive vision.



Use of mulch and native plants and recapture of stormwater runoff can reduce irrigation needs in planted areas, ranging from landscape strips in parking areas to natural preserves.

## B.12 PEDESTRIAN FURNISHINGS AND AMENITIES

Pedestrian furnishings and amenities can greatly increase the park's comfort and convenience for visitors. Furnishings and amenities should be clustered near high activity areas, such as the central courtyard, and to a lesser degree may be located along trails, such as the riverfront trail, where appropriate.

### B.12.1 REQUIRED FURNISHINGS AND AMENITIES

- ▶ **Pedestrian Amenities Guideline 1:** High-activity areas (the public plaza, Heritage Center courtyard, community center) must include the following pedestrian furnishings and amenities:
  - Seating
  - Waste and recycling receptacles
  - Shade trees or shade structures
  - Drinking fountains
  - Restrooms (which may be in the primary building)
- ▶ **Pedestrian Amenities Guideline 2:** Activity areas not identified in the high-activity guideline above must include the following pedestrian furnishings and amenities:
  - Seating
  - Waste and recycling receptacles

### B.12.2 GENERAL GUIDELINES

- ▶ **Pedestrian Amenities Guideline 3:** In keeping with the vision for the CIHC, pedestrian furnishings and amenities should be creatively interpreted and artistically rendered. For example, in addition to benches, seating may consist of stones or large contiguous pieces of wood, landscaping seatwalls, fountain coping surfaces, or even incorporated into sculpture. The creative interpretation of pedestrian amenities should be consistent with the themes identified in the Developing Vision, Concept Masterplan, and this General Plan.
- ▶ **Pedestrian Amenities Guideline 4:** Use materials and construction techniques representative of traditional California Indian structures to create interpretive signage, overlooks, shade structures, seating, and other features. Include representations of California Indian structures, where appropriate, such as a tule lodge, bark lodge, granary, and ramada.

- ▶ **Pedestrian Amenities Guideline 5:** The riverfront pedestrian trail should include seating at appropriate intervals and situated to afford views of the river.
- ▶ **Pedestrian Amenities Guideline 6:** Pedestrian amenities should be constructed of high-quality, durable materials that are vandal-resistant.
- ▶ **Pedestrian Amenities Guidelines 7:** Pedestrian furnishings and amenities must meet State Parks standards for accessibility.



Pedestrian furnishings and amenities should be made of high-quality, vandal resistant materials.

## B.13 PARKING

Parking areas should be designed for reduced visibility to maintain the scenic values of the CIHC site. Landscaping, shaded spaces, and clearly marked pedestrian walkways should be included to screen parking lots and improve the comfort and convenience of visitors using them. All parking will be in surface parking lots unless otherwise noted.

### B.13.1 GENERAL PARKING GUIDELINES

- ▶ **Parking Guideline 1:** Parking lots must include clearly marked pedestrian circulation routes providing direct access to park facilities. Pedestrian circulation may be defined by specialized paving materials, application of striping, and/or use of signage and lighting.
- ▶ **Parking Guideline 2:** Shade trees must be planted in planting strips or tree wells within parking lots at a caliper standard that will provide 50% shade to parking spaces within 15 years of planting. Planting strips should be a minimum 8 feet wide and include other ornamental plantings and groundcover. Select tree species that are consistent with the natural setting and native park habitat.
- ▶ **Parking Guideline 3:** Permeable paving should be considered for parking lots and pedestrian walkways to reduce stormwater runoff and provide groundwater recharge on-site. Other collection and channelization methods for handling stormwater runoff, such as rain gardens, should be incorporated into parking lot design.
- ▶ **Parking Guideline 4:** High albedo paving should be selected to reduce the heat island effect and protect nearby habitat areas within the park.
- ▶ **Parking Guideline 5:** Bicycle parking in lockers or a secure facility (Class 1) must be provided for CIHC staff.
- ▶ **Parking Guideline 6:** Bicycle parking racks (Class 2) must be provided at the main Heritage Center building, the community center, and the community and ancillary services building.

### B.13.2 PARKING GUIDELINES ON THE RIVERFRONT PROPERTY

- ▶ **Parking Guideline 7:** A designated bus parking area may be located at the northern end of the East Riverfront property. The parking area must be designed to allow buses to enter and exit the lot from the levee road via Marina Way.
- ▶ **Parking Guideline 8:** A minimum 6-foot landscape buffer shall separate all parking areas from roadways and multi-use trails on the levee. The buffer should serve to screen the parking areas while also allowing passing visitors and security personnel visual access for safety and security purposes. The buffer shall be planted with low-water-use native plants.
- ▶ **Parking Guideline 9:** Parking lots should be dispersed into smaller lots, where feasible.

- ▶ **Parking Guideline 10:** If covered parking is located within the Heritage Center building, it should be integrated into the structure in a way that minimizes its appearance (e.g., podium level or tuckunder parking).

### **B.13.3 PARKING GUIDELINES FOR LOTS ON THE LANDSIDE OF THE LEVEE**

- ▶ **Parking Guideline 11:** Parking lot(s) shall be located toward the levee, at the rear of buildings and landscaping designed to visually screen it from Lighthouse and Fountain Drives and nearby neighborhoods.



Landscape strips can help to screen and beautify parking areas and can be used to channel stormwater drainage.



Parking lots must include clearly marked pedestrian access routes.

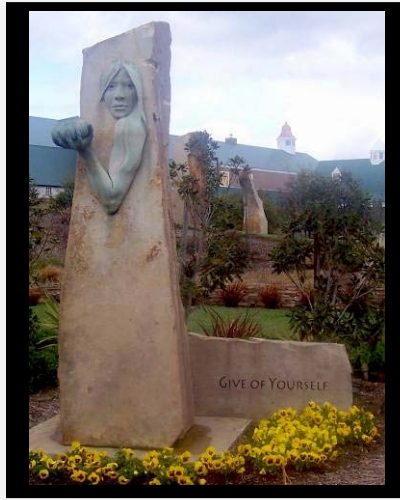


## B.14 CALIFORNIA INDIAN OUTDOOR ART

Outdoor art should be an integral part of the park. While a few areas such as the sculpture garden and main Heritage Center courtyard may include the formal display of art, the majority of the art located in the park will be integrated into park grounds as part of broader interpretive themes defined in the Developing Vision.

### B.14.1 GENERAL GUIDELINES

- ▶ **Outdoor Art Guideline 1:** Ensure that outdoor art represents contemporary and traditional art from a variety of California Indian perspectives.
- ▶ **Outdoor Art Guideline 2:** Select outdoor art that primarily represents California native artists, and include visiting guest artists from other regions that offer the potential to expand an understanding of the California Indian experience.
- ▶ **Outdoor Art Guideline 3:** Include permanent and rotating exhibits among the outdoor art that is displayed. Provide regularly scheduled opportunities for contemporary artists to display native art forms.
- ▶ **Outdoor Art Guideline 4:** A specialized sculpture garden may be located on the landside of the levee.
- ▶ **Outdoor Art Guideline 5:** Ephemeral art (art which has been created to be viewed for a limited period of time) may be included in outdoor art displays.



California Indian outdoor art is an essential component of the CIHC's interpretive mission, and should be incorporated throughout the park.

*This page intentionally left blank.*

# Appendix C

---

Senate Bill No. 2063

---



## Senate Bill No. 2063

### CHAPTER 290

An act to add Chapter 1.77 (commencing with Section 5097.993) to Division 5 of the Public Resources Code, relating to parks and recreation, and declaring the urgency thereof, to take effect immediately.

[Approved by Governor August 27, 2002. Filed with Secretary of State August 27, 2002.]

#### LEGISLATIVE COUNSEL'S DIGEST

SB 2063, Brulte. California Indian Cultural Center and Museum.

Existing law requires the Department of Parks and Recreation to implement and administer various programs designed to preserve, protect, and promote historical resources in the state.

This bill would establish the California Indian Cultural Center and Museum Task Force within the department for the purpose of assisting the department in developing a California Indian Cultural Center and Museum, and would require the task force to be convened on or before February 1, 2003.

This bill would require the task force to advise and make recommendations to the department regarding development of the cultural center, including its location, design, content, and governance structure. The bill would also require the task force to submit an annual report to the Legislature detailing its activities and progress.

This bill would specify that the task force's responsibilities shall be complete and its duties discharged when the cultural center is completed and the department adopts a governing structure for the completed cultural center, but would authorize the director to terminate the task force prior to that time if the director obtains approval from  $\frac{2}{3}$  of the task force members.

This bill would declare that it is to take effect immediately as an urgency statute.

*The people of the State of California do enact as follows:*

SECTION 1. The Legislature finds and declares all of the following:

(a) Studies conducted by the Department of Parks and Recreation in 1960 determined a pressing need for a modern and expanded California State Indian Museum.

(b) The department created a task force in 1975 to consider an alternative to the California State Indian Museum as it then existed.



(c) In 1977 the department identified a site and drafted an architectural plan for the proposed California State Indian Museum.

(d) In 1984 the department considered four potential sites for the expanded California State Indian Museum.

(e) A report commissioned by the department in 1991 concluded that a new California State Indian Museum should be created within the Resources Agency for the purpose of acquiring, recording, preserving, protecting, studying, developing, interpreting and exhibiting information of outstanding importance on the history, cultural heritage and contemporary lifestyles of California Indians.

(f) The 1991 report concluded that participation by California Indians in every aspect of the California State Indian Museum should be encouraged and actively sought.

(g) In 1992, the department completed a feasibility study for the creation of a new California State Indian Museum.

(h) The existing California Indian Museum is too small for effective interpretation of the diverse populations of California Indians or to adequately display the tens of thousands of artifacts currently in storage.

(i) There is an urgent need for the creation of a modern and expanded California Indian Cultural Center and Museum.

SEC. 2. Chapter 1.77 (commencing with Section 5097.993) is added to Division 5 of the Public Resources Code, to read:

Chapter 1.77. CALIFORNIA INDIAN CULTURAL CENTER AND MUSEUM  
TASK FORCE

5097.993. For the purposes of this chapter, the following terms have the following meanings:

(a) "Cultural center" means the California Indian Cultural Center and Museum.

(b) "Task force" means the California Indian Cultural Center and Museum Task Force as described in Section 5097.994.

5097.994. (a) The California Indian Cultural Center and Museum Task Force is hereby created within the department. The task force shall be convened by the department on or before February 1, 2003.

(b) The task force shall consist of 9 voting members, appointed as follows:

(1) Three members from separate California Indian tribes, appointed by the director. Each member shall reside in California at the time of appointment. The director shall consider geographic and cultural diversity when making the appointments.

(2) Two members from California Indian tribes shall be appointed by the Executive Secretary of the Native American Heritage Commission.



In making these appointments, the executive secretary shall select those individuals who have demonstrated an expertise in any of the following areas:

- (A) American Indian education.
- (B) California Indian arts, culture, and language.
- (C) California Indian history.

(3) One member shall be the director or his or her designee. This member shall serve as the executive secretary of the task force and coordinate work product and assistance with the department.

(4) One member shall be the Executive Secretary of the Native American Heritage Commission or his or her designee.

(5) One member shall be the State Librarian or his or her designee.

(6) One member shall be the Secretary of the Resources Agency or his or her designee.

(c) The task force shall elect a chairperson and determine the term of office of the chairperson by majority vote.

(d) Members of the task force may not receive any state compensation for their services or be reimbursed for travel or per diem expenses.

(e) The duties and responsibilities of the task force shall include, but shall not be limited to, all of the following:

(1) Make recommendations to the department on the potential siting of the cultural center. Every effort shall be made to site the cultural center within proximity of other cultural and historical facilities. The siting recommendations shall also take into consideration the public accessibility of the facility. A task force report on the potential sites for the cultural center shall be delivered to the department no later than one year after the task force is convened.

(2) Advise and make recommendations to the department on the cultural concepts and designs of the cultural center.

(3) Establish and maintain communication between tribes, museums, and local, state, and federal agencies.

(4) Request and utilize the advice and services of tribes, museums, and local, state, and federal agencies as needed to carry out the objectives of this chapter.

(5) Develop and recommend to the department a governing structure for the ongoing operation of the cultural center.

(6) Prepare and submit to the Legislature an annual report detailing the task force's activities and progress towards establishing the cultural center.

(f) The task force's responsibilities shall be complete and its duties discharged when the cultural center is completed and the department has adopted a governing structure for the completed cultural center. The



director may terminate the task force prior to that time, but only if the director obtains approval from two-thirds of the task force members.

(g) The department shall make every effort to encourage nonstate participation and partnerships in the development and construction of the cultural center.

SEC. 3. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

In order to address the urgent need for an expanded museum to adequately display the thousands of California Indian artifacts of historical and educational significance that are currently in storage, it is necessary that this act take effect immediately.





# Appendix D

---

## Phasing Diagrams

---

# KEY

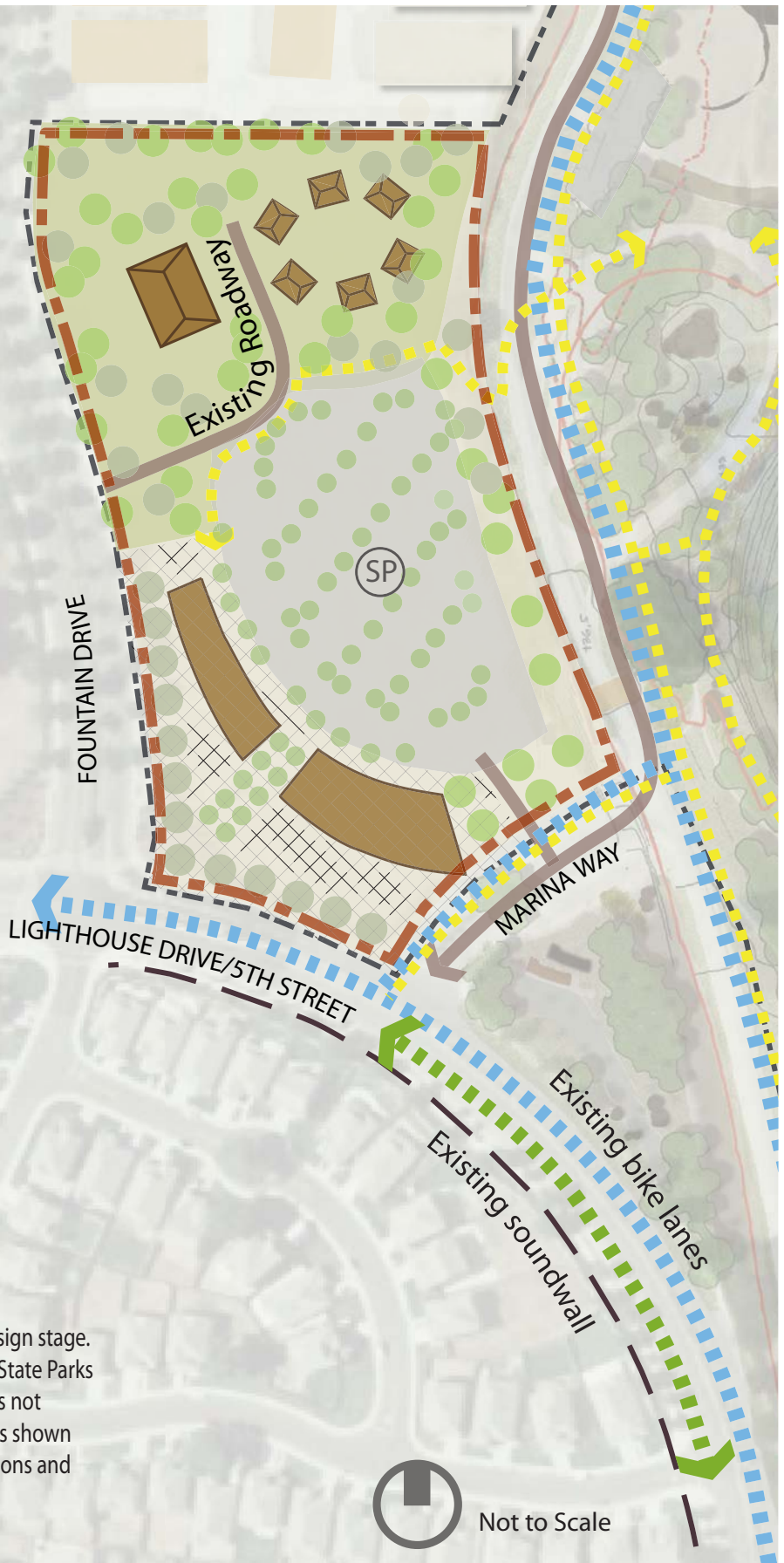
-  Vehicular Circulation
-  Public Transit
-  Bike Circulation
-  Pedestrian Circulation
-  Surface Parking
-  Artist-in-Residence & Meeting Facility
-  Community & Ancillary Services
-  Public Plaza
-  Proposed CIHC Property Boundary
-  Former JTS Property Acquired by State Parks

Artist-in-Residence & Meeting Facilities  
Community & Ancillary Services

Note 1: Actual alignment of all trails to be determined at design stage.  
Note 2: Properties not currently owned or controlled by CA State Parks are shown for long-range planning purposes only. This does not represent a commitment by CA State Parks. Use of any lands shown within the zones of interest is dependent on future acquisitions and agreements.



Not to Scale





**PREFERRED ALTERNATIVE, PHASE 1 AND 2 CONCEPT PLAN**  
 15% COMPLETION, YEARS 2010-2017  
 CALIFORNIA INDIAN HERITAGE CENTER





**PREFERRED ALTERNATIVE, PHASE 3 CONCEPT PLAN**  
 60% COMPLETION, YEARS 2017-2030  
 CALIFORNIA INDIAN HERITAGE CENTER





**PREFERRED ALTERNATIVE, PHASE 4 CONCEPT PLAN**  
 100% COMPLETION, YEARS 2030+  
 CALIFORNIA INDIAN HERITAGE CENTER



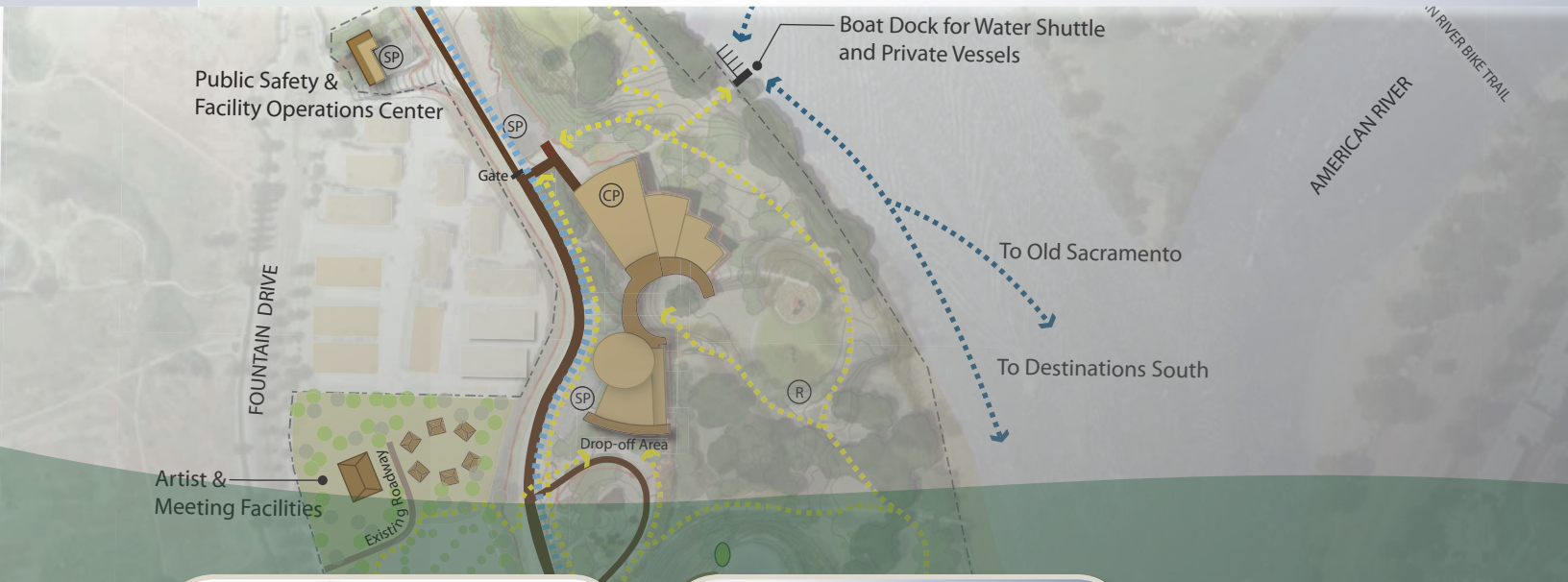
# Appendix E

---

## Transportation Study

---

# TRANSPORTATION STUDY FOR THE CALIFORNIA INDIAN HERITAGE CENTER



Prepared for:



**AECOM**

Prepared by:



**FEHR & PEERS**  
TRANSPORTATION CONSULTANTS

2990 Lava Ridge Court  
Suite 200  
Roseville, CA 95661

November 2010

## TABLE OF CONTENTS

<b>1. Introduction .....</b>	<b>1</b>
Project Description.....	1
Data Collection .....	2
Study Intersections .....	2
Standards of Significance.....	3
Analysis Methodology.....	5
Report Organization .....	6
<b>2. Existing Conditions .....</b>	<b>7</b>
Existing Transportation System.....	7
Intersection Operations .....	14
<b>3. Existing Plus Project Conditions .....</b>	<b>16</b>
Project Description.....	16
Trip Generation.....	16
Trip Distribution.....	19
Project Access Alternatives .....	21
Intersection Operations .....	24
<b>4. Cumulative Conditions .....</b>	<b>26</b>
Traffic Forecasts.....	26
Intersection Operations .....	29
Bicycle and Pedestrian Facilities.....	32
Transit And Waterway Facilities .....	33



## APPENDICES

Appendix A: Existing Conditions Level of Service Calculations

Appendix B: Existing Plus Project Conditions Level of Service Calculations

Appendix C: Cumulative Conditions Level of Service Calculations

Appendix D: Visitor Survey for California State Railroad Museum

## LIST OF FIGURES

Figure 1: Peak Hour Traffic Volumes and Lane Configurations – Existing Conditions .....	15
Figure 2: Project Trip Distribution .....	20
Figure 3: Project Automobile Access Alternatives.....	23
Figure 4: Peak Hour Traffic Volumes and Lane Configurations – Existing Plus Project Conditions.....	25
Figure 5: Planned Development/Redevelopment Opportunities .....	27
Figure 6: Peak Hour Traffic Volumes and Lane Configurations – Cumulative No Project Conditions...	28
Figure 7: Peak Hour Traffic Volumes and Lane Configurations – Cumulative Plus Project Conditions	30

## LIST OF TABLES

Table 1: Intersection Level of Service Thresholds .....	5
Table 2: Intersection Level of Service – Existing Conditions (Saturday Peak Hour).....	14
Table 3: Daily Project Trip Generation – Peak Summer Saturday .....	17
Table 4: Saturday Midday Peak Hour Trip Generation (11:30 AM – 12:30 PM) .....	18
Table 5: Intersection Level of Service – Existing Plus Project Conditions (Saturday Peak Hour).....	24
Table 6: Intersection Level of Service – Cumulative No Project Conditions (Saturday Peak Hour).....	29
Table 7: Intersection Level of Service – Cumulative Plus Project Conditions (Saturday Peak Hour) .....	31

## 1. INTRODUCTION

This study analyzes the potential impacts of the proposed California Indian Heritage Center (CIHC) on the surrounding transportation system. The proposed site of the CIHC is located in the northeastern corner of the City of West Sacramento, on the western bank of the Sacramento River. The impact analysis examines the roadway, waterway, transit, bicycle, and pedestrian components of the overall transportation system under the following scenarios:

- Existing Conditions
- Existing Plus Project Conditions
- Cumulative Conditions

### PROJECT DESCRIPTION

Construction of the CIHC is proposed to occur in four phases over an approximately 20 year period. At full build-out in Phase 4, the CIHC would total 174,500 square feet, including potential facilities on the JTS property.<sup>1</sup> The structures would include exhibit space, office space, archival and museum storage, a museum store, café, library, and other support facilities. Improvements to the grounds surrounding the main CIHC facility would provide amenities for visitors to the center and the surrounding community. Site improvements would include pedestrian/bicycle trails, re-vegetation of the pond with native plants, an “amphimeadow,” interpretive exhibits, site enhancement, and demonstration areas. The plans also include a potential future transit stop at the corner of Marina Way and Lighthouse Drive, as well as a reconstructed boat dock on the Sacramento River.

In addition to assuming the full build-out of all phases of the CIHC, this study also assumes acquisition of additional parcels not currently under the control of California State Parks (State Parks). Although the acquisition of these parcels is not essential for the CIHC to be fully operational, the parcels would allow for additional enhancements to the project areas that would not otherwise be possible. Some of the additional land could be used for enhancements such as an expanded natural area, while other

---

<sup>1</sup> Main facility: 125,000 square feet; Community and Ancillary Service Center: 40,000 square feet; Artist-in-residence/Security: 9,500 square feet

portions could include a landscaped sculpture garden, parking, a public plaza, an artist-in-residence facility, as well as a “community and ancillary service center.”

## **DATA COLLECTION**

Similar to established units of the State Park System (SPS) in the vicinity of the proposed site of the CIHC, such as the California State Railroad Museum located in Old Sacramento, the CIHC is expected to experience higher visitation on weekends than on weekdays, except during the peak school visitation period. However, during the peak school visitation period, students arrive by bus and fewer vehicle trips are generated than on a typical weekend day.

The hours of operation for the main CIHC facility are anticipated to begin after weekday AM peak hour traffic flows, and commence prior to weekday PM peak hour traffic flows on the surrounding roadways.<sup>2</sup> Conversely, the time period during which visitation of the CIHC is expected to peak (estimated between 11:00 AM and 2:00 PM), corresponds with the same time period as peak traffic on the surrounding roadways on weekends.

For these reasons, the facility is more likely to impact the surrounding transportation system on weekends than during the typical weekday AM and PM peak hours, and this transportation analysis was conducted for the projected peak weekend hour. To provide a baseline for the transportation analysis, traffic counts were collected at 11 existing study intersections located in the City of West Sacramento. The counts were conducted in May 2010 during the midday Saturday peak period (11:00 AM – 1:00 PM). In addition, daily roadway segment counts were conducted on Lighthouse Drive, the Tower Bridge, and the I Street Bridge on multiple midweek and weekend days in May 2010.

## **STUDY INTERSECTIONS**

Study intersections were selected based on the expected travel characteristics associated with the project (i.e., project location and amount of project trips), as well as the susceptibility of nearby intersections to increased traffic due to the full build-out of the project. The following 13 intersections were studied as part of the transportation analysis:

---

<sup>2</sup> Based on May 2010 traffic count data collected on Lighthouse Drive, weekday AM traffic peaks between 7:00 – 8:00 AM, and weekday PM traffic peaks between 5:00 – 6:00 PM.

1. Lighthouse Drive – Pierce Street/Kegle Drive
2. Lighthouse Drive/Douglas Street
3. Lighthouse Drive/Fountain Drive – Watercolor Lane
4. Lighthouse Drive/Marina Way
5. Lighthouse Drive/A Street
6. Sacramento Avenue/Jefferson Boulevard – Kegle Drive
7. C Street/5th Street
8. C Street/3rd Street
9. West Capitol Avenue/Jefferson Boulevard
10. West Capitol Avenue/5th Street (existing conditions only)
11. West Capitol Avenue/3rd Street (existing conditions only)
12. Tower Bridge Gateway/5<sup>th</sup> Street (cumulative conditions only)
13. Tower Bridge Gateway/3<sup>rd</sup> Street (cumulative conditions only)

## **STANDARDS OF SIGNIFICANCE**

In accordance with CEQA, the lead agency evaluates the effects of a proposed project to determine if they could result in significant adverse impacts on the environment. The standards of significance in this analysis are based upon the thresholds found in the City of West Sacramento's *Traffic Impact Analysis Guidelines* (December 2006). Under CEQA, the City of West Sacramento is the local responsible agency. For the purposes of this analysis, an impact is considered significant if implementation of the project would result in any of the following:

### ***Bicycle and Pedestrian Facilities:***

- Construction of the proposed project would adversely affect an existing bikeway or pedestrian facility such that access and/or usage of the facility is discouraged or conflicts are created.
- Construction of the proposed project would impact or affect an aspect defined in the City's *Bicycle and Pedestrian Path Master Plan* (October 1991).

### ***Transit Facilities:***

- Construction of the proposed project would adversely affect public transit operations or fails to adequately provide access to transit.

### **Signalized Intersections:**

- Traffic generated by the proposed project would degrade the level of service (LOS) from an acceptable LOS (without the project) to an unacceptable LOS (with the project).
- Traffic generated by the proposed project would cause the volume/capacity (V/C) ratio to increase by more than 0.05 at an intersection operating at an unacceptable LOS without the project.<sup>3</sup>

### **Unsignalized Intersections:**

- Traffic generated by the proposed project would degrade the LOS from an acceptable LOS (without the project) to an unacceptable LOS (with the project) based on the average conditions across all movements, and causes the intersection to meet traffic signal warrants.
- Traffic generated by the proposed project would increase the average delay by more than five seconds at an intersection that meets a signal warrant and operates at an unacceptable LOS without the project.

The City's General Plan identifies a standard of LOS C for roadways maintained by the City. However, a provision is made to accept LOS D "at intersections on roadway segments within one-quarter mile of a freeway interchange or bridge crossing of the Deep Water Ship Channel, barge canal, or Sacramento River."<sup>4</sup>

Therefore, the LOS C standard applies to six of the 11 study intersections (see list on page 2), while the LOS D standard applies to the following five study intersections that are within one-quarter mile of a freeway interchange or a crossing of the Sacramento River:

7. C Street/5th Street (I Street Bridge)
8. C Street/3rd Street (I Street Bridge)

---

<sup>3</sup> The City of West Sacramento's *Traffic Impact Analysis Guidelines* assume that signalized intersections are studied using Circular 212 methodology. However, this methodology is no longer state-of-the-practice, and this study makes use of HCM methodologies as discussed later. By definition, an increase in the Circular 212 V/C ratio of 0.05 corresponds to an increase of one half of a level of service letter grade. Therefore, an impact to an intersection operating unacceptably at LOS D corresponds to an increase of 10 seconds of delay, while an intersection operating unacceptably at LOS E corresponds to an increase of 12.5 seconds of delay.

<sup>4</sup> City of West Sacramento, 2004

- 9. West Capitol Avenue/Jefferson Boulevard (US-50/Business 80/Jefferson Boulevard)
- 10. West Capitol Avenue/5th Street (Tower Bridge)
- 11. West Capitol Avenue/3rd Street (Tower Bridge)

## ANALYSIS METHODOLOGY

All intersections were analyzed using procedures and methodologies contained in the *Highway Capacity Manual* (HCM) (Transportation Research Board, 2000). These methodologies were applied using Synchro<sup>5</sup>, a traffic operations analysis software package.

The HCM methodologies determine a level of service (LOS) for each study intersection. Level of service is a qualitative measure of traffic operating conditions whereby a letter grade, from A (the best) to F (the worst), is assigned. These grades represent the perspective of drivers and are an indication of the comfort and convenience associated with driving. In general, LOS A represents free-flow conditions with no congestion, and LOS F represents severe congestion and delay under stop-and-go conditions. Table 1 presents the intersection LOS thresholds.

<b>TABLE 1: INTERSECTION LEVEL OF SERVICE THRESHOLDS</b>		
<b>Level of Service</b>	<b>Average Control Delay (seconds/vehicle)<sup>1</sup></b>	
	<b>Signalized Intersection</b>	<b>Unsignalized Intersection</b>
A	0 – 10.0	0 – 10.0
B	10.1 – 20.0	10.1 – 15.0
C	20.1 – 35.0	15.1 – 25.0
D	35.1 – 55.0	25.1 – 35.0
E	55.1 – 80.0	35.1 – 50.0
F	> 80.0	> 50.0

Notes:  
 1. Control delay includes initial deceleration delay, queue move-up time, stopped delay, and acceleration delay.  
 Source: *Highway Capacity Manual*, Chapter 16 (Signalized Intersections) and Chapter 17 (Unsignalized Intersections), Transportation Research Board, 2000.

<sup>5</sup> Trafficware, 2005

### **Detailed Assumptions and Methodologies**

- Per HCM procedures, the level of service (LOS) for signalized and all-way stop-controlled intersections was based on the average control delay for all vehicles. For minor-street stop-controlled intersections, the average control delay as well as minor-street movement with the greatest delay were reported.
- Signalized intersections were analyzed using the most up-to-date traffic signal timings provided by the City of West Sacramento.
- Per the City of West Sacramento's *Traffic Impact Analysis Guidelines* (December 2006), a peak hour factor (PHF) of 1.00 was assumed for all existing and cumulative scenarios.
- Intersection peak hour heavy vehicle<sup>6</sup> percentages were set at 2 percent.

### **REPORT ORGANIZATION**

The remainder of this report is organized into the chapters listed below:

- Chapter 2 – Existing Conditions
- Chapter 3 – Existing Plus Project Conditions
- Chapter 4 – Cumulative Conditions

---

<sup>6</sup> As defined by the *Highway Capacity Manual*, a heavy vehicle is any "vehicle with more than four wheels touching the pavement during normal operation."

## 2. EXISTING CONDITIONS

This chapter describes the physical and operational characteristics of the transportation system within the study area, and includes the roadway, transit, bicycle, and pedestrian components of the transportation system.

### EXISTING TRANSPORTATION SYSTEM

The proposed CIHC site is located in the northeastern portion of West Sacramento adjacent to the Sacramento River. Regional access to the CIHC facility would be provided by Interstate 5 (I-5), the primary north-south freeway in the area, and Business 80/US Highway 50 (US-50), an east-west freeway that is less than a two mile drive south of the proposed project site. To access I-5, visitors to the CIHC would have to travel across the Sacramento River on one of two crossings connecting the study area to Downtown Sacramento: the I Street Bridge or the Tower Bridge. A description of these regional facilities, as well as the local roadways, pedestrian and bicycle facilities, and transit services that provide access to the project site is below (see Figure 1 for a map of the study area roadways).

#### *Freeway System*

- **Interstate 5** is a freeway that extends the length of California into Oregon and Washington. The segment of I-5 on the opposite side of the Sacramento River from the CIHC serves as a vital link between primarily residential neighborhoods to the north and south of Downtown Sacramento and the Central Business District. Interstate 5 also links Downtown Sacramento to the region's two major east-west freeways, Interstate 80 and Business 80/US-50. The nearest access to I-5 from the CIHC is provided via on-ramps at I Street and L Street, and off-ramps at J Street. In this area, I-5 has four northbound and four southbound travel lanes. South of the I Street merge, southbound I-5 gains a fifth lane that serves as an auxiliary lane between the I Street on-ramp and the Business 80/US-50 off-ramp. According to the Caltrans Traffic Data Branch, I-5 carries approximately 178,000 daily trips south of I Street.
- **Business 80/US Highway 50** is a freeway that extends from Interstate 80 in West Sacramento to the State Route 99/US-50 interchange in Midtown Sacramento. Business 80 then extends northward to rejoin Interstate 80 near Watt Avenue, while US-50 continues east toward South Lake Tahoe and points beyond. Within West Sacramento, Business 80/US-50 has three to four mainline



lanes in each direction, which are accompanied by auxiliary lanes at select interchanges. Local access from Business 80/US-50 to the CIHC is provided via eastbound off-ramps to Tower Bridge Gateway and Jefferson Boulevard, and westbound off-ramps to South River Road and Jefferson Boulevard. On-ramps to eastbound Business 80/US-50 are located on Jefferson Boulevard and South River Road, and westbound on-ramps are located on Tower Bridge Gateway and Jefferson Boulevard. According to the Caltrans Traffic Data Branch, Business 80/US-50 carries approximately 117,000 daily trips west of Jefferson Boulevard.

### **Bridges**

- **I Street Bridge:** The I Street Bridge has one travel lane in each direction, and serves largely as a local connection between West Sacramento and Downtown Sacramento. It has the northernmost location of the three bridges connecting the two cities. Between the I Street crossing on the east side of West Sacramento, and the Bryte Bend Bridge (which carries Interstate 80 over the Sacramento River) in the northwestern corner of the City, no other river crossings exist. The I Street Bridge carries approximately 12,700 vehicles per day. In addition to motor vehicles, the I Street Bridge also accommodates pedestrians and bicyclists. However, sidewalks on the bridge are narrow and are directly adjacent to the vehicle travel lanes. Since no bicycle lanes are provided on this crossing, bicycles must use the vehicle travel lanes. No transit routes currently make use of the I Street Bridge.
- **Tower Bridge:** The Tower Bridge is located less than a half a mile south of the I Street Bridge on the Sacramento River. This crossing has four motor vehicle travel lanes (two in each direction) in addition to striped shoulders which are used by bicyclists. Bicyclists may also share the Tower Bridge's wide protected sidewalks with pedestrians. This bridge carries about 20 percent more traffic than the I Street Bridge, handling approximately 15,600 vehicles per day on a weekday (May 2010 traffic count revealed that the volume on the bridge is approximately 30 percent less on a Saturday). Numerous transit routes use the Tower Bridge to travel between West Sacramento and Downtown Sacramento.

### **Roadway System**

- **5th Street** is a four lane collector roadway that travels north-south from West Capitol Avenue to just north of A Street, where it becomes Lighthouse Drive. Fifth Street is expected to handle the vast majority of trips to and from the

proposed CIHC, and has an undercrossing at the Union Pacific Railroad (UPRR). This undercrossing is one of only two motor vehicle crossings of the UPRR tracks east of Jefferson Boulevard. South of the railroad tracks, 5th Street is undivided, while a raised median is present on all segments north of the railroad. The posted speed limit on 5th Street is 35 mph, and on-street parking is allowed on both sides of the roadway.

- **Lighthouse Drive** is a continuation of 5th Street that runs north from A Street, before turning westward adjacent to the proposed site of the CIHC. This east-west roadway provides a connection between the eastern portion of the City and Kegle Drive. Between A Street and Fountain Drive, Lighthouse Drive has four travel lanes separated by a raised median; west of this point, Lighthouse Drive has only two travel lanes, also separated by a raised median. Traffic calming devices in the form of speed humps are present between Kegle Drive and Douglas Drive, and this segment has a posted speed limit of 25 mph. Currently, Lighthouse Drive is categorized as a collector roadway, except for a short segment just west of Douglas Drive which is classified as a local street. However, the City of West Sacramento is in the process of updating their General Plan. The City's Draft General Plan Transportation and Circulation chapter categorizes the entire length of Lighthouse Drive as a local roadway.
- **3<sup>rd</sup> Street** is a north-south minor arterial that runs from its intersection with Ballpark Drive/South River Road northward to B Street. The majority of the roadway has two travel lanes, but the segment between West Capitol Avenue and G Street has four travel lanes. On-street parking is allowed on the west side of the roadway between G Street and E Street, and on both sides of the roadway north of E Street. Between G and E Streets the roadway has a center two-way left-turn lane. Third Street has one of the two crossings of the UPRR railroad tracks east of Jefferson Boulevard. However, unlike 5th Street, 3rd Street's railroad crossing is at-grade which results in delays to motorists when trains are crossing. The City's Draft General Plan would re-categorize this roadway as a collector street.
- **C Street** is an east-west collector street that connects Sacramento Avenue to the I Street Bridge across the Sacramento River. A short segment of the roadway on either side of 5th Street has four travel lanes (two in each direction), with the remainder of the roadway consisting of one travel lane in each direction. On-street parking and a center two-way left-turn lane are provided between 3rd and

4th Streets. C Street provides access to 3<sup>rd</sup> Street and 5<sup>th</sup> Street, two roads that are expected to handle traffic heading to and from the CIHC. The City's Draft General Plan would recategorize this roadway as an arterial.

- **Fountain Drive** is a collector roadway located just west of the proposed project site that travels northward from a signalized intersection with Lighthouse Drive and Watercolor Lane. Before reaching the river levee, the road is gated; from this point, Fountain Drive turns westward and continues as a private roadway providing access to residences in The Rivers community. The public portion of the roadway south of the gates has four travel lanes, two in each direction, and is separated by a raised median. Fountain Drive has a posted speed limit of 25 mph. The City's Draft General Plan would recategorize this facility as a local roadway rather than a collector roadway.
- **Jefferson Boulevard** is a north-south roadway that runs from Sacramento Ave in West Sacramento, southward to the Courtland Road located in unincorporated Yolo County. Jefferson Boulevard traverses the western edge of the study area, and serves as a link to Business 80/US-50. Within the study area, it has two travel lanes in each direction, and provides an undercrossing of the UPRR tracks. Jefferson Boulevard is currently classified as a principal arterial, and is classified as an arterial under the City's Draft General Plan as well. North of Sacramento Avenue, Jefferson Boulevard transitions to Kegle Drive, a two lane collector roadway.
- **Kegle Drive** is a north-south two lane collector roadway that runs for approximately three quarters of a mile connecting the residential neighborhoods in the northern portion of the City to Jefferson Boulevard and Sacramento Avenue. Kegle Drive provides access to Lighthouse Drive. Between Sacramento Avenue and Lighthouse Drive, Kegle Drive has a posted speed limit of 25 mph and three stop controlled intersections. The roadway has multiple fronting residential driveways, and on-street parking is allowed.

### ***Rail Crossing***

A Union Pacific Railroad line is located approximately a quarter mile south of the proposed project with an at-grade crossing located on 3<sup>rd</sup> Street just south of C Street. These east-west tracks handle freight as well as Amtrak and Capitol Corridor (Amtrak California) passenger trains. According to the Federal Railroad Administration website, this line averages 22 trains per day at speeds less than 35 miles per hour. This at-

grade crossing is currently equipped with warning signage, crossing arms, warning bells, flashing lights, and pavement markings.

### ***Bicycle and Pedestrian Facilities***

Field surveys indicate low levels of pedestrian and bicycle activity along Lighthouse Drive and Fountain Drive, the two major streets bordering the project site. Both of these facilities provide sidewalks on both sides of the roadway, as well as bicycle facilities. In the vicinity of the proposed project, Lighthouse Drive has Class II on-street bicycle lanes in both directions between A Street and Fountain Drive. The public portion of Fountain Drive has a Class II on-street bicycle lane in the southbound direction, but not in the northbound direction. Signage directs northbound bicyclists to use the sidewalk on this segment of the roadway. The residential neighborhoods to the west of the proposed CIHC site generally have sidewalks on at least one side of the street, and a short pedestrian path connects 6<sup>th</sup> Street to Watercolor Lane.

Despite having sidewalks on both sides of the street, 5<sup>th</sup> Street/Lighthouse Drive does not have any marked crosswalks between the pedestrian crossings provided at the 5<sup>th</sup> Street/C Street and Lighthouse Drive/Fountain Drive signalized intersections. This results in a distance of just over half a mile between marked pedestrian crossings along this roadway. At the southern end of this segment, the intersection of 5<sup>th</sup> Street/C Street, moderate levels of pedestrian activity were observed using the crosswalks while traffic counts were conducted. During the midday Saturday study period, pedestrian crossings peaked at 31 pedestrian crossings per hour at the C Street/5<sup>th</sup> Street intersection.

Within the project site, a paved roadway (County Road 136) runs along the top of the Sacramento River levee. This roadway is not open to public motor vehicle traffic, and field visits indicate that this route is frequently used by pedestrians and cyclists. This likely helps to explain the low level of pedestrian and bicycle activity north and south along 5<sup>th</sup> Street/Lighthouse Drive, as pedestrians and bicyclists favor this parallel route that is separated from motor vehicle traffic. South of the project site, the levee access roadway connects with the City of West Sacramento's River Walk Promenade Trail. Recent projects have added visitor amenities to the promenade, including landscaping and lighting, between the Tower Bridge and the I Street Bridge. Future projects are planned by the City of West Sacramento to continue to improve this pedestrian and bicycle connection along the riverfront, including a project to extend the trail south from the Tower Bridge to the Pioneer Bridge.

## **Transit Facilities**

The Yolo County Transportation District (Yolobus) provides bus service within the vicinity of the proposed project site. Regular fares for local buses cost \$2.00 for a one-way trip, with free transfers issued to other local bus routes operated by Yolobus. Yolobus no longer offers free transfers to Sacramento's Regional Transit (RT) service, however daily passes for unlimited rides remain valid for both systems, and cost \$6.00. The following routes travel within a half mile of the CIHC:

- **Route 40** is a local route that provides service on one hour headways seven days a week. On weekdays, the route begins operation at 5:40 AM and concludes service at 10:30 PM. Saturday service runs from 7:40 AM to 7:10 PM, while service on Sundays and holidays runs from 8:40 AM to 5:30 PM. Route 40 completes a counterclockwise loop through the northern portion of the City before traveling southward to connect to the West Sacramento Transit Center. From the transit center, Route 40 crosses the Tower Bridge and completes a second counterclockwise loop in Downtown Sacramento. The closest bus stops to the site of the CIHC served by Route 40 are less than a half mile in walking distance, and are located at the intersection of Cummins Way/Reuter Drive, and on 6th Street south of James Street.
- **Route 41** is a local route that provides service on one hour headways on weekdays only. Service on weekends and holidays was discontinued in July 2010. Weekday service begins at 6:10 AM and concludes at 8:00 PM. Route 41 completes a clockwise loop through the northern portion of West Sacramento before traveling southward to connect to the City's transit center. From the transit center, Route 41 follows an identical route to Route 40, crossing the Tower Bridge and completing a loop in Downtown Sacramento. Route 41 serves a stop located on the opposite corner of the Lighthouse Drive/Fountain Drive intersection from the proposed CIHC site.

Routes 40 and 41 connect the proposed CIHC project site to West Sacramento's new transit center located on West Capitol Avenue. The transit center serves as a connection point to five additional routes serving West Sacramento: Route 35, an hourly local service serving Southport; Routes 42A and 42B, hourly intercity services connection West Sacramento to Davis, Woodland, Sacramento International Airport, and Downtown Sacramento; Route 240, an hourly shuttle between West Sacramento and Downtown Sacramento; and Route 241, a West Sacramento to Sacramento commuter service offered during peak commute hours.

Several of the Yolobus routes serving West Sacramento and the CIHC travel across the Tower Bridge to the City of Sacramento. These routes travel within one to three blocks of the Sacramento Valley Station, one of the ten busiest Amtrak stations in the nation.<sup>7</sup> This convenient link provides access to two long distance Amtrak routes, the Coast Starlight (Seattle-Portland-Sacramento-Los Angeles) and the California Zephyr (Emeryville-Sacramento-Denver-Chicago). Additionally, the station is served by two Amtrak California regional routes, the Capitol Corridor (San Jose-Sacramento-Auburn), and the San Joaquin (Sacramento-Bakersfield). The Capitol Corridor is operated by the Capitol Corridor Joint Powers Authority. Regional Transit's Gold Line also connects the Sacramento Valley station to the Sacramento region's light rail transit network.

The cities of Sacramento and West Sacramento initiated a planning process in 2006 to assess the feasibility of connecting the two cities with a streetcar line across the Tower Bridge. The study proposed the West Sacramento Civic Center as the western terminus of the line, and the Sacramento Convention Center as the eastern terminus. Future studies will determine the exact alignment and phasing of any streetcar projects. However, the City of West Sacramento is exploring a possible north-south alignment in addition to the initial line over the Tower Bridge. A future north-south alignment through West Sacramento would likely travel north on 5<sup>th</sup> Street from Tower Bridge Gateway, and could provide a future connection to the CIHC.

### ***Water Transportation***

The Sacramento River forms the eastern border of the proposed site for the CIHC. At the height of the Gold Rush, the section of river just south of the CIHC site served as the City's central transportation artery. Although the river no longer serves this function, the Sacramento River is still used for transport, and a significant number of recreational boat trips pass by the proposed CIHC site on a daily basis. Commercial boat traffic also uses the Sacramento River, including river cruises that leave from Old Sacramento operated by Hornblower Cruises & Events. Below is a brief description of the two public boat launches that are located on either side of the CIHC:

- **The Broderick Boat Ramp** is located immediately south of the proposed CIHC site on the same side of the river. This is a public facility operated by the City of West Sacramento, and has amenities including a picnic area and restrooms.

---

<sup>7</sup> Amtrak's Fiscal Year 2009 *National Fact Sheet* lists Sacramento as 7<sup>th</sup> in total Amtrak ridership.

- **The Discovery Park Boat Ramp** is located directly across the Sacramento River from the northeastern corner of the proposed CIHC site. This boat ramp is also a public facility, and is operated by the Sacramento County Regional Parks Department.

## INTERSECTION OPERATIONS

Figure 1 displays the existing midday Saturday peak hour traffic volumes, as well as the current lane configurations and traffic controls present at each of the eleven study intersections. Table 2 summarizes the existing Saturday peak hour intersection operations at the study intersections (refer to separate Appendix A for detailed calculations). As shown, all signalized and unsignalized intersections currently operate at LOS C or better. The two study intersections on Jefferson Boulevard at Sacramento Avenue and West Capitol Avenue currently experience the most peak hour delay.

<b>TABLE 2: INTERSECTION LEVEL OF SERVICE – EXISTING CONDITIONS (SATURDAY PEAK HOUR)</b>			
Intersection	Control	LOS	Delay <sup>1</sup>
1. Lighthouse Drive – Pierce Street/Kegle Drive	Side-Street Stop	A (B)	4 (10)
2. Lighthouse Drive/Douglas Street	All-Way Stop	A	8
3. Lighthouse Drive/Fountain Drive – Watercolor Lane	Traffic Signal	B	14
4. Lighthouse Drive/Marina Way	Side-Street Stop	A (A)	1 (9)
5. Lighthouse Drive/A Street	Side-Street Stop	A (B)	1 (10)
6. Sacramento Avenue/Jefferson Boulevard – Kegle Drive	Traffic Signal	C	30
7. C Street/5 <sup>th</sup> Street	Traffic Signal	B	17
8. C Street/3 <sup>rd</sup> Street	Traffic Signal	A	9
9. West Capitol Avenue/Jefferson Boulevard	Traffic Signal	C	34
10. West Capitol Avenue/5 <sup>th</sup> Street	All-Way Stop	A	9
11. West Capitol Avenue/3 <sup>rd</sup> Street	Traffic Signal	B	11

Notes: <sup>1</sup>For signalized and all-way stop controlled intersections, average intersection delay is reported in seconds per vehicle for all approaches. For side-street stop controlled intersections, the delay and LOS for the most-delayed individual movement is shown in parentheses next to the average intersection delay and LOS.

Source: Fehr & Peers, 2010.







### 3. EXISTING PLUS PROJECT CONDITIONS

This chapter discusses the conditions of the transportation system under Existing Plus Project conditions.

#### PROJECT DESCRIPTION

As discussed in Chapter 1, the CIHC facility would total 174,500 square feet at full build-out, including 125,000 square feet for the main building on the Riverfront property, 40,000 square feet for community and ancillary service center, and 9,500 square feet for the security and artist-in-residence structures. At full build-out, the facility would include exhibit space, office space, storage, a museum store, café, library, maintenance, and other support facilities. Improvements to the CIHC grounds would provide amenities for park visitors and the surrounding community. Site improvements could include pedestrian/bicycle trails, re-vegetating the pond with native plants, an “amphimeadow,” and interpretive exhibits.

The Plus Project transportation analyses conducted for this study assume full build-out of all four phases of the CIHC, as well as the acquisition of additional parcels not currently under the control of State Parks. These additional parcels would be used for an expanded natural area, while other portions would include a landscaped sculpture garden, a public plaza, an artist-in-residence facility, as well as a “community and ancillary service center.”

#### TRIP GENERATION

The trip generation potential of the proposed CIHC reflected in this Transportation Study was calculated from information contained in the draft *Business Plan* (AECOM 2010), with attendance projections estimated at approximately 173,000 to 316,400 visitors annually. Based on a thorough evaluation of similar museum facilities nationwide, the final *Business Study* (AECOM 2011) subsequently revised projected annual attendance at the CIHC downward, to 228,300 (with 176,800 at the low end of the projected range and 265,500 at the high end). Since this transportation analysis was based upon a higher attendance projection than the final estimate, it provides for a slightly more conservative analysis of project impacts, and all conclusions reached in this study remain valid. Projected annual visitation at the CIHC is approximately 62% of the current level of annual visitation to the CA State Railroad History Museum, which had 367,672 visitors in 2009.

Local attractions in the Sacramento area have attendance patterns that are highly seasonal, peaking during the summer months. According to State Parks, the CIHC is expected to follow this pattern, with peak attendance days occurring during the summer, and peak vehicle trip generation occurring on the weekends. Trip generation calculations for the weekday PM peak hour (the time period on a weekday with the highest levels of traffic on the surrounding roadways) resulted in 59 percent fewer motor vehicle trips generated by the project than the trip generation estimate for the weekend midday peak hour (the time period on a weekend with the highest levels of traffic on the surrounding roadways). As mentioned previously, peak trip generation for the CIHC occurs during midday, the same time of day that traffic within the study area peaks on weekends. The daily trip generation estimate for the CIHC on a peak summer Saturday is shown in Table 3 below.

Peak Daily Attendance (visitors)	2,186
Travel by Automobile (%)	75%
Travel by Private Bus (%)	20%
Alternative Mode (Walk, Bike, Transit) (%)	5%
Average Persons per Automobile	2.5
Average Persons per Private Bus	30
Inbound Automobile Trips	656
Inbound Private Bus Trips	15
<b>Total One-Way Daily Motor Vehicle Trips</b>	<b>1,342</b>
Source: Fehr & Peers, 2010.	

The trip generation potential of the project shown in Table 3 was calculated based on the maximum projected peak daily attendance for the CIHC (using the high estimate of 316,400 annual visitors<sup>8</sup>). It was assumed that 5 percent of visitors to the CIHC would arrive via an alternative transportation mode (including walking, bicycling, and transit) and that the remaining 95 percent of visitors would arrive in either an automobile or a private bus. This value is conservative, and is lower than the regional walk/bike and transit mode splits reported in the *2000 Sacramento Area Household Travel Survey*

<sup>8</sup> As previously discussed, this estimate was subsequently revised downward in the final *Business Study* (AECOM 2011) to 265,500 annual visitors.

conducted by the Sacramento Area Council of Governments. The survey revealed the following transit and walk/bike mode splits for the Sacramento region:

<u>Trip Type</u>	<u>Walk/Bike Mode Split</u>	<u>Transit Mode Split</u>
Work Trips	5.9%	3.4%
Non-Work Trips	6.8%	0.8%
All Trips	6.7%	1.3%

Table 4 presents the Midday Saturday peak hour trip generation calculations used for the CIHC transportation analysis. The Midday Saturday peak hour calculations were based off of the daily project trip generation estimates presented in Table 3. It was assumed that visitor arrival/departure patterns at the CIHC would be similar to arrival/departure patterns at the California State Railroad Museum. Based on a survey conducted at the Railroad Museum, it was found that approximately 20 percent of daily visitors arrive during the peak hour of operation on a Saturday, yet only four percent leave during the peak hour since it occurs early in the day.<sup>9</sup>

<b>TABLE 4: SATURDAY MIDDAY PEAK HOUR TRIP GENERATION (11:30 AM – 12:30 PM)</b>		
	<b>Units</b>	<b>Trips</b>
CIHC Main Facility	125,000 square feet	158
Artist Housing	6 dwelling units	8 <sup>1</sup>
Community and Ancillary Service Center	40,000 square feet	196 <sup>2</sup>
Gross Trips		362
Community and Ancillary Service Center Pass-by Trips		-51
Internal Trips between CIHC and Community/Ancillary Center (75%)		-109
<b>Net Project Trip Generation</b>		<b>202</b>
Notes: <sup>1</sup> Calculation based on rate from <i>Trip Generation</i> (ITE, 2008). <sup>2</sup> Calculation conservatively assumes that the entire community and ancillary service center will be occupied by retail uses. This calculation based on rate from <i>Trip Generation</i> (ITE, 2008). Source: Fehr & Peers, 2010.		

<sup>9</sup> Survey data collected by California State Railroad Museum employees in November 2005. See separate technical appendix D for details.

In addition to the trip generation potential of the main CIHC facility, further calculations were performed to account for trips generated by the proposed artist housing and Community and Ancillary Service Center. The results of these calculations are shown in Table 4 along with factors to account for pass-by trips and trip internalization between the main CIHC facility and the Community and Ancillary Service Center. Based on data in the *Trip Generation Handbook* (ITE, 2004), retail pass-by percentages average 26 percent during the midday Saturday peak hour. It should be noted that the trip generation potential of the Community and Ancillary Service Center was conservatively calculated by assuming that the entire center would be occupied with retail uses. A more likely scenario is a combination of uses, including offices, which generate trips at a lower rate than retail.

Since the Community and Ancillary Service Center is envisioned as a facility that would complement the offerings of the CIHC, it is assumed that the vast majority of visitors to the center would also visit the CIHC. These trips would be internal to the site, and were therefore subtracted from the total number of non-pass-by trips.

## TRIP DISTRIBUTION

The distribution of project trips was estimated using the following sources and analytical techniques:

- Traffic assignment using the West Sacramento Travel Demand Model
- Geographic distribution of visitors estimated in the Draft Business Plan by Economics at AECOM
- Review of existing travel patterns within the study area using traffic counts collected in May 2010
- Relative travel time/speed comparisons between the project and key travel corridors for various routes

Figure 2 displays the expected distribution of project trips estimated using the above sources and techniques. Project trips were assigned to the study intersections in accordance with the trip generation and distribution methodologies discussed in this chapter.

Properties not currently owned or controlled by CA State Parks are shown for long-range planning purposes only. This does not represent a commitment by CA State Parks. Use of any lands shown within the zones of interest is dependent on future acquisitions and agreements.

**LEGEND**

 Project Trip Distribution

Note: This figure represents the distribution of trips exiting the project site. See Figure 3 for detailed inbound/outbound project site access alternatives.



NOT TO SCALE



FEHR & PEERS

N:\2010Projects\2751\_CA\_Indian\_Heritage\_Center\Graphics\Draft\GISMXD\fig02\_trip\_dist.mxd

**PROJECT TRIP DISTRIBUTION**

**FIGURE 2**

## PROJECT ACCESS ALTERNATIVES

Three separate project site access alternatives were originally developed for the CIHC, and are presented in Figure 3. These alternatives refer to site access only, and do not correspond with the construction phases of the project, or with the CEQA alternatives presented to the public during workshops. Under each of the three alternatives, the regional distribution of trips to/from the project site remains identical. As shown in Figure 3, each of the three alternatives also makes use of the same location for traffic to exit the project site (Marina Way). However, the route for traffic entering the project site would differ under each of the alternatives as follows:

- **Alternative 1:** This alternative utilizes the existing access at Marina Way for both entering and exiting traffic. The Marina Way access is currently served by an eastbound left turn lane, and a westbound shared right-through lane. Immediately adjacent to Lighthouse Drive, Marina Way has over thirty feet of pavement on either side of a raised median. The roadway then narrows to two lanes and ascends to the top of the levee.
- **Alternative 2:** This alternative assumes construction of a new access point from 5<sup>th</sup> Street at the southern end of the project site that would align with the western segment of A Street. Construction of this access point would likely be contingent on the reconstruction of the levee, as the driveway would have to ascend to the top of the levee that is located just east of Lighthouse Drive at this location. Once on top of the levee, the driveway alignment would remain on top of the levee and continue northward before meeting up with the project exit at Marina Way. Construction of this alternative would likely involve the acquisition of the homes on the south side of A Street, as these properties would lose access to the roadway.
- **Alternative 3:** Alternative 3 would locate the primary automobile access point at the northern end of 4<sup>th</sup> Street, adjacent to the Broderick Boat Ramp entrance. Fourth Street currently ascends the levee, and once on top of the levee, entering vehicles would continue northward along the levee into the project site.

## PREFERRED ACCESS ALTERNATIVE

Although Alternatives 2 and 3 would have the primary CIHC automobile entrance located at the southern end of the project site, entering vehicles would still have the ability to utilize the Marina Way access to the project site. For these two alternatives, signage would direct automobiles to the southern entrance, and buses and delivery vehicles to the Marina Way entrance. Motor vehicles accessing the CIHC from the neighborhoods to the west would also likely make use of the Marina Way entrance as this access would be the first access point vehicles would encounter on their journey to the site; by utilizing the Marina Way access point, the length of these trips is approximately 0.6 miles shorter than using the Alternative 2 southern entrance, and 0.85 miles shorter than using the southern entrance provided under Alternative 3.

Alternative 3 would route inbound project traffic along 4<sup>th</sup> Street, which is a two-lane local roadway with numerous fronting residential driveways. The likelihood of visitor traffic conflicts with local auto and pedestrian traffic on this local residential street was supported by traffic data collected in May 2010. Stakeholder comments expressed at a July 2010 public workshop were not supportive of this access route. Additionally, this alternative would locate the entrance off of a different roadway than the project exit, which would be located nearly a half mile away. Although signage would direct visitors, this situation would likely result in wayfinding difficulties for visitors to the CIHC. For these reasons, it was determined that it would be infeasible to carry Alternative 3 forward for detailed traffic operations analysis.

Traffic operations were analyzed for Alternatives 1 and 2 under Existing Plus Project and Cumulative Plus Project conditions, and the results of these analyses are presented in their respective chapters. However, due to environmental constraints, as well as impacts to properties with existing access from the east leg of the 5<sup>th</sup> Street / A Street intersection, the CIHC preferred alternative incorporates Alternative 1 to provide access to the proposed project site.



Properties not currently owned or controlled by CA State Parks are shown for long-range planning purposes only. This does not represent a commitment by CA State Parks. Use of any lands shown within the zones of interest is dependent on future acquisitions and agreements.



NOT TO SCALE



## INTERSECTION OPERATIONS

The Existing Plus Project scenario assumes that all four phases of the CIHC are constructed, and layers the trips generated by a fully built-out CIHC on top of existing 2010 trip levels using the previously discussed trip distribution estimates. As shown in Table 5, all study intersections continue to operate acceptably with the addition of project generated traffic under both access alternatives (refer to separate Appendix B for detailed calculations). Therefore, all project specific impacts to the study intersections are considered less than significant.

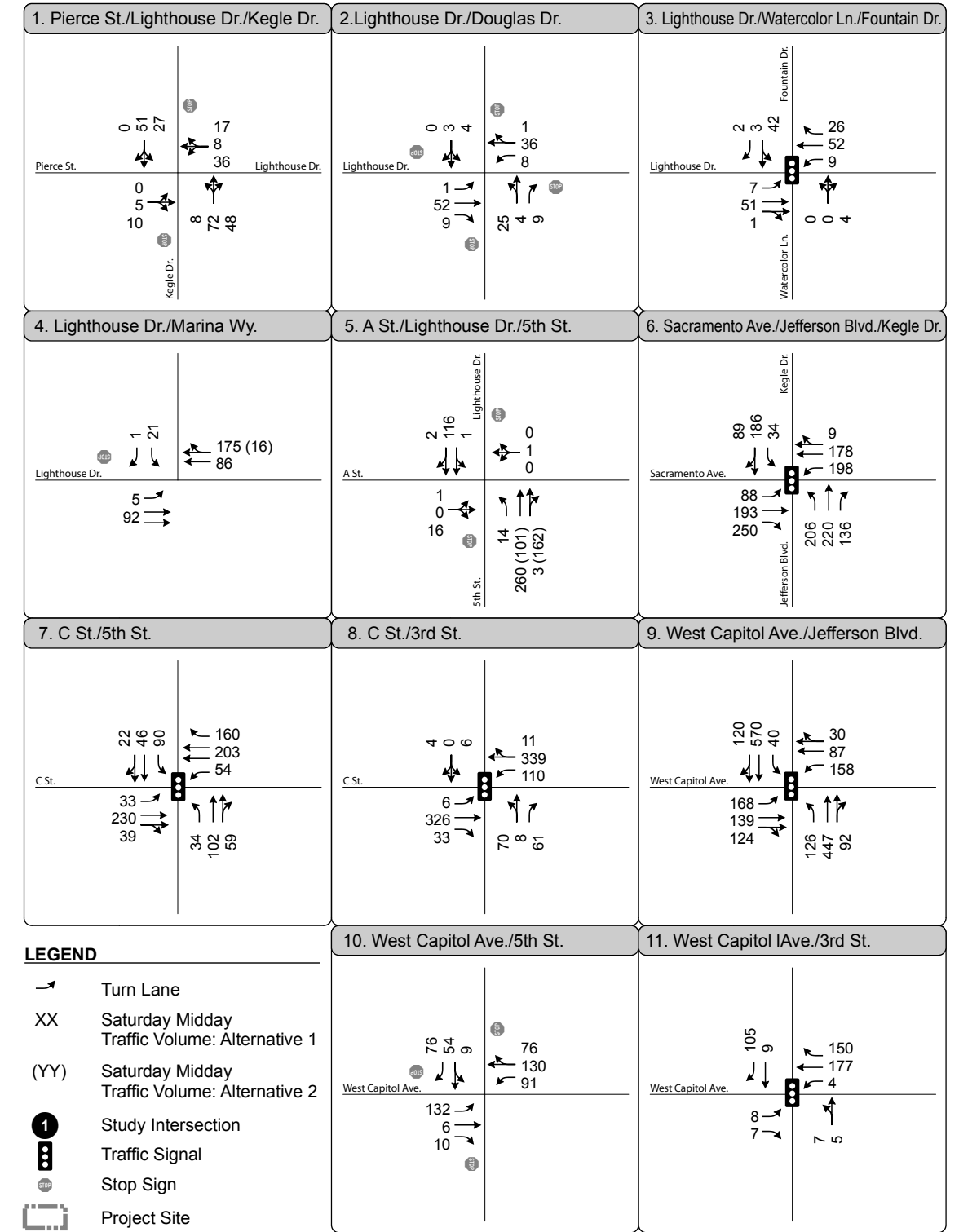
Figure 4 displays the Existing Plus Project traffic volumes. For turning movements with volumes that vary between the two access alternatives (intersections 4 and 5 only), traffic volumes for Alternative 2 are shown in parentheses.

**TABLE 5:  
 INTERSECTION LEVEL OF SERVICE –  
 EXISTING PLUS PROJECT CONDITIONS (SATURDAY PEAK HOUR)**

Intersection	Control	Alternative 1		Alternative 2	
		LOS	Delay <sup>1</sup>	LOS	Delay <sup>1</sup>
1. Lighthouse Drive – Pierce Street/Kegle Drive	Side-Street Stop	A (B)	4 (10)	A (B)	4 (10)
2. Lighthouse Drive/Douglas Street	All-Way Stop	A	8	A	8
3. Lighthouse Drive/Fountain Drive – Watercolor Lane	Traffic Signal	B	14	B	14
4. Lighthouse Drive/Marina Way	Side-Street Stop	A (B)	1 (10)	A (A)	1 (10)
5. Lighthouse Drive/A Street	Side-Street Stop	A (B)	1 (12)	A (B)	1 (11)
6. Sacramento Avenue/Jefferson Boulevard – Kegle Drive	Traffic Signal	C	29	C	29
7. C Street/5 <sup>th</sup> Street	Traffic Signal	B	18	B	18
8. C Street/3 <sup>rd</sup> Street	Traffic Signal	A	10	A	10
9. West Capitol Avenue/Jefferson Boulevard	Traffic Signal	C	34	C	34
10. West Capitol Avenue/5 <sup>th</sup> Street	All-Way Stop	A	9	A	9
11. West Capitol Avenue/3 <sup>rd</sup> Street	Traffic Signal	B	11	B	11

Notes: <sup>1</sup>For signalized and all-way stop controlled intersections, average intersection delay is reported in seconds per vehicle for all approaches. For side-street stop controlled intersections, the delay and LOS for the most-delayed individual movement is shown in parentheses next to the average intersection delay and LOS.

Source: Fehr & Peers, 2010.



Properties not currently owned or controlled by CA State Parks are shown for long-range planning purposes only. This does not represent a commitment by CA State Parks. Use of any lands shown within the zones of interest is dependent on future acquisitions and agreements.



## 4. CUMULATIVE CONDITIONS

This chapter discusses the cumulative conditions of the transportation system with and without the full build-out of the proposed CIHC. The cumulative conditions analysis considers all future planned developments and transportation improvements within the vicinity of the proposed CIHC.

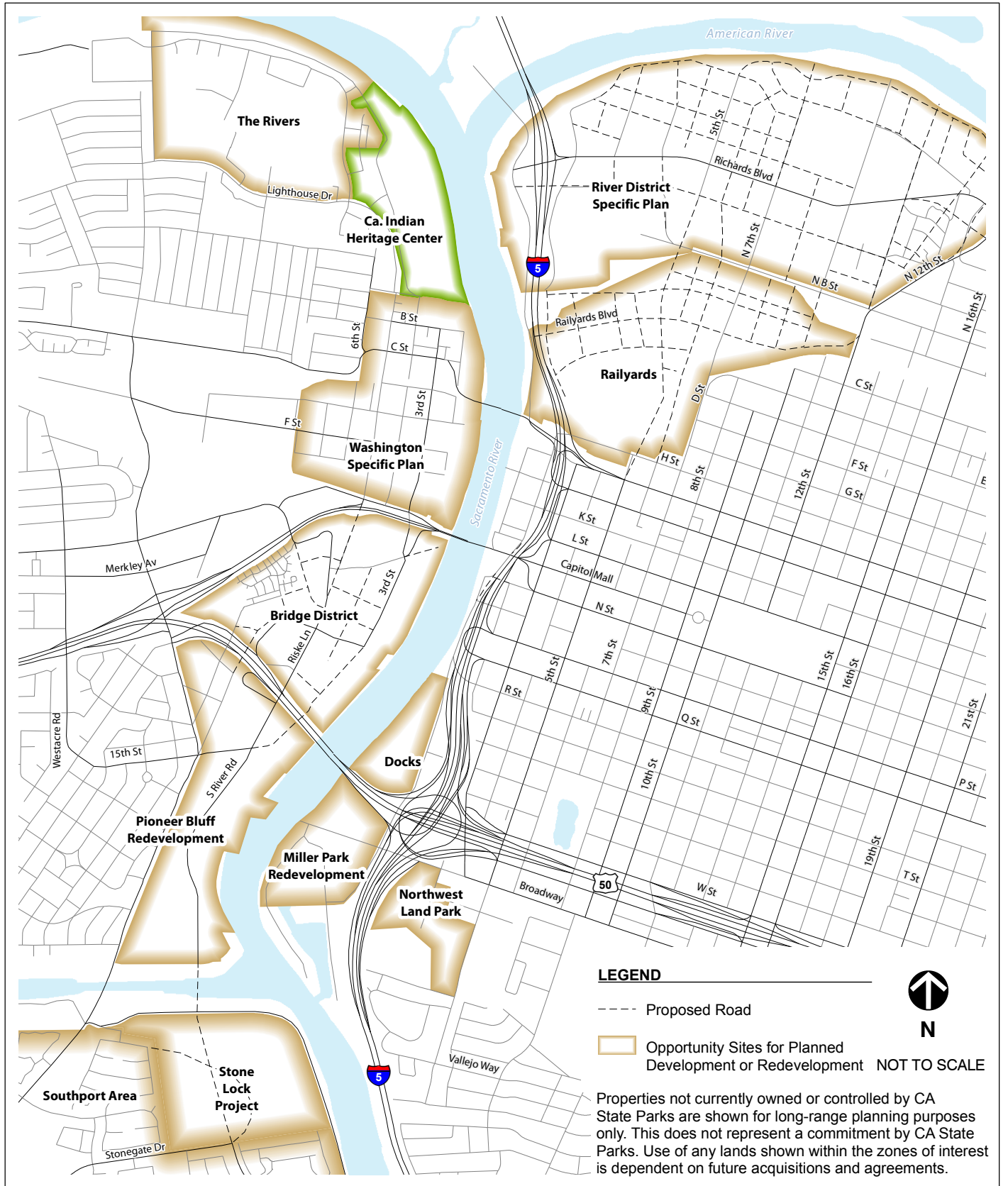
### TRAFFIC FORECASTS

The City of West Sacramento Travel Demand Model (TDM) was used to estimate the growth in traffic volumes between existing and cumulative (year 2025) conditions. The cumulative version of this model contains the most up-to-date land use assumptions within the City, and reflects planned roadway improvements and growth throughout the entire Sacramento region. Numerous large-scale development projects are planned in the vicinity of the CIHC on either side of the Sacramento River. Figure 5 highlights several of these planned development/redevelopments that have been included in the modeling of cumulative conditions.

Similar to other TDM's, the City of West Sacramento's model does not forecast Saturday traffic volumes. Therefore, to forecast the Saturday midday peak period, the daily growth rates between the base and cumulative year versions of the TDM were applied to the existing Saturday traffic counts to forecast cumulative volumes. Figure 6 displays the Cumulative No Project lane configurations and traffic volumes at each of the study intersections.

It should be noted that under cumulative conditions the East Phase of the Tower Bridge Gateway Modification Project is assumed in place. This project is expected to be completed by May 2011, and will extend the recently completed improvements at the Tower Bridge Gateway/West Capitol Avenue intersection along Tower Bridge Gateway to the Tower Bridge. New signalized at-grade intersections will be constructed on Tower Bridge Gateway at 5<sup>th</sup> Street and 3<sup>rd</sup> Street. All ramps will be removed from this section of roadway, and Tower Bridge Gateway will be reconstructed as a city street.

As part of the East Phase of this project, the segment of West Capitol Avenue between 5<sup>th</sup> Street and 3<sup>rd</sup> Street will be abandoned. For this reason, the cumulative conditions analysis studies the two future at-grade intersections on Tower Bridge Gateway (intersections 12 and 13), and does not study the West Capitol Avenue/5<sup>th</sup> Street and West Capitol Avenue/3<sup>rd</sup> Street intersections which were analyzed under existing conditions.

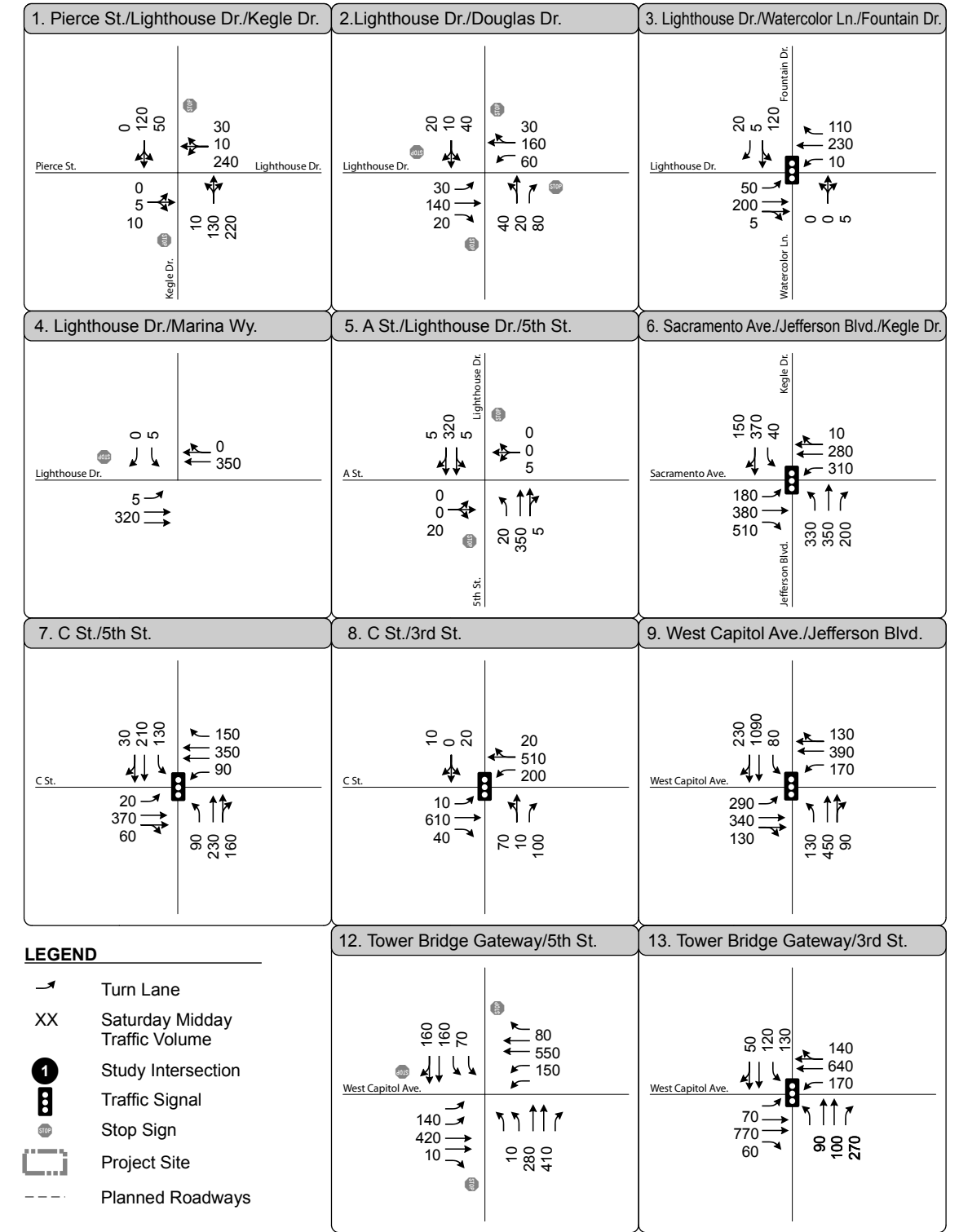


**FEHR & PEERS**  
TRANSPORTATION CONSULTANTS

N:\2010Projects\2751\_CA\_Indian\_Heritage\_Center\Graphics\Draft\GIS\MXD\fig05\_Development.mxd

**PLANNED DEVELOPMENT/  
REDEVELOPMENT OPPORTUNITIES**

**FIGURE 5**



Properties not currently owned or controlled by CA State Parks are shown for long-range planning purposes only. This does not represent a commitment by CA State Parks. Use of any lands shown within the zones of interest is dependent on future acquisitions and agreements.

## CUMULATIVE NO PROJECT INTERSECTION OPERATIONS

Table 6 summarizes traffic operations at the study intersections under Cumulative No Project conditions (refer to separate Appendix C for detailed calculations). As shown in Table 6, the Sacramento Avenue/Jefferson Boulevard – Kegle Drive intersection is expected to operate at LOS E in the future without the construction of the proposed CIHC. Per the City of West Sacramento’s LOS standards, LOS E is an unacceptable level of service at this location. All other study intersections are expected to continue to operate acceptably under cumulative conditions during the midday Saturday peak hour.

Intersection	Control	LOS	Delay <sup>1</sup>
1. Lighthouse Drive – Pierce Street/Kegle Drive	Side-Street Stop	A (C)	8 (22)
2. Lighthouse Drive/Douglas Street	All-Way Stop	A	10
3. Lighthouse Drive/Fountain Drive – Watercolor Lane	Traffic Signal	B	11
4. Lighthouse Drive/Marina Way	Side-Street Stop	A (B)	1 (13)
5. Lighthouse Drive/A Street	Side-Street Stop	A (B)	1 (15)
6. Sacramento Avenue/Jefferson Boulevard – Kegle Drive	Traffic Signal	<b>E</b>	<b>69</b>
7. C Street/5 <sup>th</sup> Street	Traffic Signal	C	20
8. C Street/3 <sup>rd</sup> Street	Traffic Signal	B	15
9. West Capitol Avenue/Jefferson Boulevard	Traffic Signal	D	53
12. Tower Bridge Gateway/5 <sup>th</sup> Street	Traffic Signal	B	18
13. Tower Bridge Gateway/3 <sup>rd</sup> Street	Traffic Signal	B	22

Notes: **Bold** indicates unacceptable operations.  
 Intersections 10 and 11 not analyzed under Cumulative Conditions due to the assumed reconfiguration of Tower Bridge Gateway.  
<sup>1</sup>For signalized and all-way stop controlled intersections, average intersection delay is reported in seconds per vehicle for all approaches. For side-street stop controlled intersections, the delay and LOS for the most-delayed individual movement is shown in parentheses next to the average intersection delay and LOS.

Source: Fehr & Peers, 2010.

## CUMULATIVE PLUS PROJECT INTERSECTION OPERATIONS

Figure 7 displays the Cumulative Plus Project traffic volumes. For turning movements with volumes that vary between the two access alternatives (intersections 4 and 5 only), traffic volumes for Alternative 2 are shown in parentheses.





Properties not currently owned or controlled by CA State Parks are shown for long-range planning purposes only. This does not represent a commitment by CA State Parks. Use of any lands shown within the zones of interest is dependent on future acquisitions and agreements.

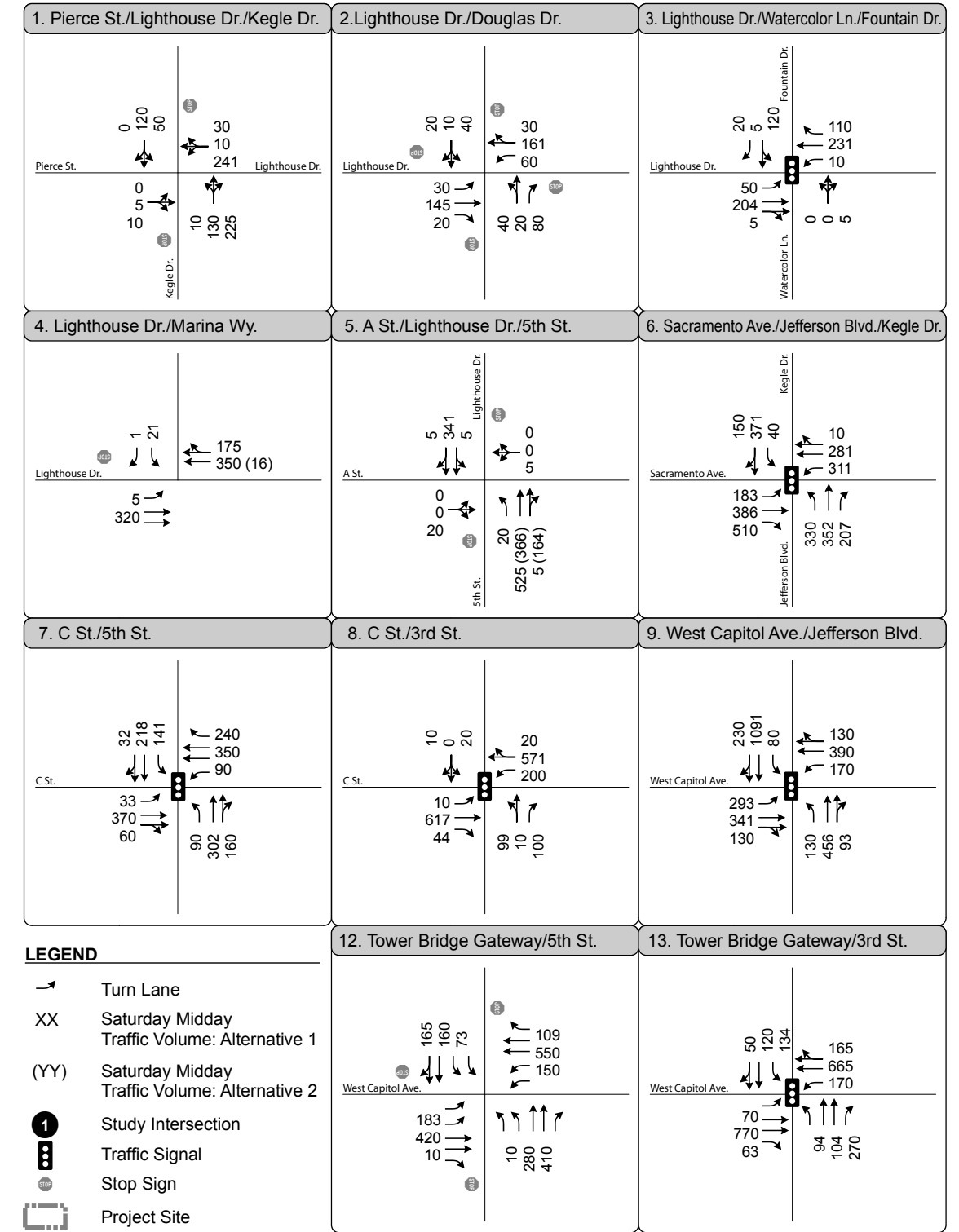


Table 7 summarizes traffic operations at each of the 11 study intersections (refer to separate Appendix C for detailed calculations). As shown in Table 7, the Sacramento Avenue/Jefferson Boulevard – Kegle Drive intersection continues to operate unacceptably at LOS E under Cumulative Plus Project Conditions.

<b>TABLE 7: INTERSECTION LEVEL OF SERVICE – CUMULATIVE PLUS PROJECT CONDITIONS (SATURDAY PEAK HOUR)</b>					
<b>Intersection</b>	<b>Control</b>	<b>Alternative 1</b>		<b>Alternative 2</b>	
		<b>LOS</b>	<b>Delay<sup>1</sup></b>	<b>LOS</b>	<b>Delay<sup>1</sup></b>
1. Lighthouse Drive – Pierce Street/Kegle Drive	Side-Street Stop	A (C)	9 (23)	A (C)	9 (23)
2. Lighthouse Drive/Douglas Street	All-Way Stop	A	10	A	10
3. Lighthouse Drive/Fountain Drive – Watercolor Lane	Traffic Signal	B	11	B	11
4. Lighthouse Drive/Marina Way	Side-Street Stop	A (B)	1 (14)	A (B)	1 (13)
5. Lighthouse Drive/A Street	Side-Street Stop	A (C)	1 (18)	A (C)	1 (17)
6. Sacramento Avenue/Jefferson Boulevard – Kegle Drive	Traffic Signal	<b>E</b>	<b>69</b>	<b>E</b>	<b>69</b>
7. C Street/5 <sup>th</sup> Street	Traffic Signal	C	21	C	21
8. C Street/3 <sup>rd</sup> Street	Traffic Signal	B	16	B	16
9. West Capitol Avenue/Jefferson Boulevard	Traffic Signal	D	53	D	53
12. Tower Bridge Gateway/5 <sup>th</sup> Street	Traffic Signal	B	18	B	18
13. Tower Bridge Gateway/3 <sup>rd</sup> Street	Traffic Signal	C	21	C	21

Notes: **Bold** indicates unacceptable operations.  
 Intersections 10 and 11 not analyzed under Cumulative Conditions due to the assumed reconfiguration of Tower Bridge Gateway.  
<sup>1</sup>For signalized and all-way stop controlled intersections, average intersection delay is reported in seconds per vehicle for all approaches. For side-street stop controlled intersections, the delay and LOS for the most-delayed individual movement is shown in parentheses next to the average intersection delay and LOS.  
 Source: Fehr & Peers, 2010.

Although the Sacramento Avenue/Jefferson Boulevard – Kegle Drive intersection operates at an unacceptable LOS under Cumulative Plus Project conditions, the addition of project traffic does not significantly increase overall intersection delay or the V/C ratio at this location from Cumulative No Project conditions. Therefore, according to the City of West Sacramento’s significance criteria, the unacceptable level of delay at

this location does not constitute a project impact. All cumulative impacts to the study intersections are considered less than significant.

In order to maintain LOS C at the Sacramento Avenue/Jefferson Boulevard – Kegle Drive intersection under Cumulative Plus Project Conditions, all legs of the intersection would require widening. Modifications to the intersection would include an additional eastbound through lane, an additional northbound left-turn lane, and construction of an exclusive southbound right-turn lane. These improvements would reduce the average intersection delay during the midday Saturday peak hour from 69 seconds to 34 seconds (refer to separate Appendix C for detailed calculations). Since there is not a project impact at this location, the potential construction of these improvements would be unrelated to the development of the CIHC.

## **BICYCLE AND PEDESTRIAN FACILITIES**

Construction of the proposed CIHC would include the development of a bicycle and pedestrian trail system throughout the project site. This system of pathways is consistent with the City of West Sacramento's *Bicycle and Pedestrian Path Master Plan* (October, 1991), which also envisions a pathway looping through the project site. The CIHC Concept Masterplan includes amenities for pedestrians and cyclists along these trails including restrooms, interpretive displays, and signage. Many of the site improvements, including the bicycle/pedestrian trail system, would be constructed as part of the initial phases of the CIHC build-out.

The Concept Masterplan allows for the possibility of connecting the CIHC trail system to a future bicycle/pedestrian bridge crossing the Sacramento River, which would link the site to planned developments/redevelopments on the Sacramento side of the river. Although the final locations of future crossings of the Sacramento River have not yet been determined, the City of West Sacramento and the City of Sacramento are currently collaborating on a study to examine future river crossing locations to link to two cities. The Sacramento River Crossings Alternatives Study prepared by Fehr & Peers in October 2010 has identified a link between the CIHC site and the Richards Boulevard area as a future "crossing location opportunity."

Construction of the CIHC would not remove or adversely impact any existing bicycle/pedestrian facilities, and would ensure the continuity of future riverfront pedestrian paths by integrating into the existing and planned bicycle/pedestrian system. The existing bicycle lanes and sidewalks on Lighthouse Drive would assist with

providing access to the bicycle/pedestrian infrastructure that would be constructed as part of the CIHC.

## **TRANSIT AND WATERWAY FACILITIES**

This analysis shows that construction of the CIHC at full build-out would not adversely affect public transit operations. Visitors to the CIHC would have access to two Yolobus transit routes on weekdays and one on the weekend. Stops for these bus routes are located within a half mile of the project site. The CIHC plans allow for a future transit stop and public gathering area at the corner of Lighthouse Drive and Marina Way.

The concept plans for the proposed CIHC also include the reconstruction of a boat dock as part of Phase 2. This boat dock would be designed to accommodate the potential for future water shuttle service to attractions along the banks of the Sacramento River, and would be of sufficient size to accommodate tour boats originating in Old Sacramento.

# Appendix F

---

## Scope of Collections Statement

---

**State Indian Museum  
California Indian Heritage Center**

**Scope of Collections Statement**

Prepared by:

---

Ileana Maestas, Curator I, State Indian Museum/  
California Indian Heritage Center

---

Mark Hada, Museum Director, Superintendent State Indian Museum/  
California Indian Heritage Center

---

Catherine A. Taylor, District Superintendent, Capital District

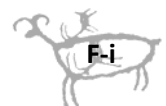
Adopted February 2011





# TABLE OF CONTENTS

SECTION .....	PAGE
<b>F.1 PREAMBLE .....</b>	<b>1</b>
<b>F.2 INTRODUCTION.....</b>	<b>1</b>
<b>F.3 STATEMENT OF PURPOSE.....</b>	<b>1</b>
<b>F.4 CIHC VISION STATEMENT .....</b>	<b>1</b>
<b>F.5 THEME .....</b>	<b>2</b>
F.5.1 Interpretive Period.....	2
F.5.2 Contemporary Art Collection .....	2
<b>F.6 ETHNOGRAPHIC HOLDINGS.....</b>	<b>4</b>
F.6.1 California .....	4
F.6.2 The Southwest .....	4
F.6.3 The Northwest .....	4
F.6.4 Alaska .....	4
F.6.5 Other Regions .....	5
<b>F.7 HISTORY OF THE HOLDINGS .....</b>	<b>5</b>
F.7.1 Hathaway Collection .....	5
F.7.2 Hearn Collection .....	5
F.7.3 Dwinell Collection .....	6
F.7.4 Diggles Collection.....	6
F.7.5 Stilson Collection.....	6
F.7.6 Ingels Collection .....	6
F.7.7 MacCallum Collection .....	6
F.7.8 Fuller Collection .....	7
F.7.9 Day Collection .....	7
F.7.10 Glas Collection .....	7
F.7.11 Miller Collection.....	7
F.7.12 Forgeus Collection.....	7
F.7.13 Sacramento City College Collection .....	8
F.7.14 Cohn Collection .....	8
F.7.15 White Collection .....	8
F.7.16 The M. H. de Young Collection.....	8
<b>F.8 USES OF COLLECTIONS .....</b>	<b>11</b>
F.8.1 Loans of Sacred Objects and Ceremonial Regalia.....	11
F.8.2 Loans .....	12
F.8.3 Exhibition .....	13
F.8.4 Research.....	13
F.8.5 Hands-On Use .....	13





<b>F.9</b>	<b>RELATIONSHIP TO OTHER INSTITUTIONS.....</b>	<b>14</b>
<b>F.10</b>	<b>COLLECTION DEVELOPMENT GOALS.....</b>	<b>15</b>
	F.10.1 Deaccession.....	15
	F.10.2 Intellectual Property Rights .....	16
	F.10.3 Gifts and Purchases.....	16
<b>F.11</b>	<b>CONDITION OF THE COLLECTION.....</b>	<b>17</b>
	F.11.1 Crowding.....	17
	F.11.2 Mounts.....	17
	F.11.3 Cleaning.....	17
	F.11.4 Contamination .....	18
	F.11.5 Registration and Inventory .....	18
<b>F.12</b>	<b>COLLECTIONS MANAGEMENT GOALS.....</b>	<b>18</b>
	F.12.1 Collections Care .....	20
	F.12.2 Repatriation .....	21
<b>F.13</b>	<b>DOCUMENTS USED IN PREPARATION.....</b>	<b>22</b>
<b>F.14</b>	<b>ADVISORS .....</b>	<b>24</b>
	F.14.1 Native American Advisors.....	24
	F.14.2 State Parks Staff .....	24
	F.14.3 Consultants .....	24

---

## ACRONYMS AND ABBREVIATIONS

---

CIHC/SIM	California Indian Heritage Center/State Indian Museum
de Young Museum	M. H. de Young Memorial Museum
DOM	Department Operations Manual
IPM	Integrated Pest Management
NAGPRA	Native American Graves Protection and Repatriation Act of 1990
SACRF	State Archaeological Collections Research Facility
SMRC	State Museum Resource Center
State Park	California State Parks
WPA	Works Progress Administration Project



---

## F.1 PREAMBLE

---

The California Indian Heritage Center/State Indian Museum (CIHC/SIM) is a unique unit of California State Parks (State Parks). Through consultation with many Native California advisors, the collection and its care has been directed by the wishes of the Native community. This Scope of Collections will reflect many of those wishes.

---

## F.2 INTRODUCTION

---

The current SIM (which will be transitioning into the CIHC) is located on the grounds of Sutter's Fort State Historic Park at 26th and K Streets in Sacramento. It is a single building which was built in 1940 and is approximately 4,650 square feet. The museum displays less than 5% of the significant Indian holdings in its care.

The new CIHC is to be located on an approximately 50-acre site in the city of West Sacramento. The site is located on the Sacramento River opposite its confluence with the American River.

The majority of the collection is housed at the State Museum Resource Center (SMRC) in West Sacramento. The holdings are located in a warehouse with other collections maintained by State Parks.

---

## F.3 STATEMENT OF PURPOSE

---

The CIHC honors the diversity and history of California Indian people by preserving cultural and tribal traditions, nurturing contemporary expressions and facilitating research and education for California, the nation, and the world.

---

## F.4 CIHC VISION STATEMENT

---

Under the guidance of California Indian people, the CIHC will:

- ▶ Present a statewide perspective on California's diverse Indian cultural legacy.
- ▶ Honor the contributions of California Indians and promote dialogue between generations.
- ▶ Enhance public understanding of traditional spiritual beliefs and practices.
- ▶ Protect California Indian cultural resources.
- ▶ Collect and present traditional and contemporary California Indian artistic and cultural expressions.

- ▶ Partner with tribal communities and regional cultural centers and museums.
- ▶ Provide educational opportunities to research and understand California's Indian history, cultures and the impact of contemporary issues.
- ▶ Be recognized as a culturally essential California destination that enriches public life.

---

## F.5 THEME

---

The overall theme of the CIHC will convey that California Indian communities and cultures are alive and thriving in contemporary society and that the past gives significant shape and meaning to the experiences and perspectives of California Indian people.

A more in depth analysis of the theme was recorded in "*California Indian Heritage Center: The Developing Vision*" (Developing Vision) (Ralph Appelbaum Associates 2007) and in the *California Indian Heritage Center Preliminary General Plan/Draft EIR* (California State Parks 2011).

### F.5.1 INTERPRETIVE PERIOD

The CIHC will strive to interpret all historic and contemporary aspects of the California Indian experience. California Indian culture is alive and continuing and this will be the primary focus of interpretation.

### F.5.2 CONTEMPORARY ART COLLECTION

Within the State's holdings are contemporary works by artists such as Brian D. Tripp, Dalbert S. Castro, Dugan Aguilar, Harry Fonseca, Frank LaPena, and Karen Noble Tripp. The collection also includes original paintings and drawings that were produced as part of the Works Progress Administration Project (WPA) between 1939 and 1940. This collection includes paintings depicting Ohlone stories and related figure study paintings and drawings.

#### F.5.2.1 ARCHIVAL MATERIALS

The State Parks Photo Archives curates a good collection of Native American photographs as well as the SIM's unit images. There should be a discussion to transfer the rights of the Native American photographs to the stewardship of the CIHC while the Photo Archives would retain rights to the unit images. The CIHC would be responsible for ensuring public access for scholarship and requests for publication from scholars, book publishers, schools, libraries and government agencies.

The Photo Archives also has a substantial collection of Native American images for which they do not hold the copyright. None of these images are original; most are copies that were obtained over the years. These have been kept for research purposes; however all of the images are now available digitally through the copyright holders' websites. The CIHC could help

the Photo Archives by recommending which images would be good candidates for deaccession since the State does not own the image and they do not serve the research purposes for which they were originally kept. This process would help streamline the collections for both units.

The collection of photos under the stewardship of the CIHC is more extensive and important than previously known. Recent discoveries in State Parks' archives have brought to light images that were previously thought lost or were totally unknown. These include the original glass plates for the Charles P. Wilcomb collection which were featured in the 1918 book *Aboriginal Indian Basketry* by Otis T. Mason. Many of the early donors to the SIM included photos of the Native people associated with the baskets they were donating. Most of these images are from the turn of the century and in many cases the donor actually named the peoples in the photos. The personal papers of Benjamin Welcome Hathaway and the papers of assistant SIM curator Norm Wilson have been recently discovered. These photos and documents need to be cataloged, scanned and loaded onto the collections database.

### **F.5.2.2 NATURAL HISTORY SPECIMENS**

There are several taxidermy birds, some intact antlers, and plant specimens in the CIHC holdings. There is also a substantial comparative collection of basket weaving materials and food stuffs.

### **F.5.2.3 ARCHAEOLOGICAL MATERIALS**

The CIHC will not be a repository for archaeological holdings and the center will not accept donations of archaeological goods or materials. Whenever possible the staff will direct questions regarding the disposition of archaeological materials to the proper agency.

The current holdings of the CIHC do contain archaeological items. These include mortars and pestles, arrow points, spear points, pipe fragments, shell beads, abalone pendants, animal bone tools, and various other materials. All known archaeological funerary objects have been removed from the holdings. Most of the objects came into the CIHC collection through the original donors. Many of the items were excavated by the donors prior to the passage of laws regulating the collecting and excavation of archaeology sites.

There is ongoing discussion of combining the archaeology collections of the CIHC with those of the State Archaeological Collections Research Facility (SACRF). SACRF's facility, like the collections facility of the CIHC, will be moving to a central storage location. If SACRF does agree to combine the CIHC archaeology items with their collection, the CIHC can retain stewardship or transfer it to SACRF. This option should be discussed with the Advisory Group to get their recommendations.

---

## F.6 ETHNOGRAPHIC HOLDINGS

---

### F.6.1 CALIFORNIA

With over 23,000 objects, by far the largest representation in the statewide ethnographic collection is of California Native American cultures. The largest representation is of the Hupa, Karuk, and Yurok groups in northwestern California with about 2,450 items. Other cultural groups represented in significant numbers are Miwok (about 1,750), Maidu (about 1,700), Pomo (about 1,300), Chumash (about 1,000), Yokuts (about 800), Klamath and Shasta (about 750), Patwin/Wintun (about 600), Achumawi/Atsugewi/Pit River (about 520), and Washoe (about 520). Less than 200 items were identified with specific southern California cultures.

Many of the California items are identified only by general region rather than by cultural group. About 2,800 are identified simply as from California, about 1,000 from northeastern California, about 260 from northwestern California, about 4,000 from the Sacramento Valley, and about 275 from southern California.

The largest category is stone tools and implements, including items like projectile points, blades, hammer stones, and mortars. Another large category is basketry, which has been the object of many requests by Native Americans and others for access to the ethnographic collections. The State Parks' nationally known basket collection includes about 3,500 baskets that reflect the diversity and antiquity of human experience of California Indians. Other kinds of objects include all aspects of Native American material culture: bone tools and implements, ceramic objects and shards, hunting and fishing equipment, weapons, smoking implements, game pieces, toys, textiles, clothing, and objects of personal adornment.

### F.6.2 THE SOUTHWEST

From the Southwest region of the United States, there are approximately 4,400 objects including those specifically identified as Navajo (about 400), Hopi (about 350), Apache (about 200), Anasazi (about 100), and about 400 identified with Puebloan groups. The majority is pottery and pottery shards, but there are also clothing, textiles, and kachinas.

### F.6.3 THE NORTHWEST

State Parks' holdings include approximately 2,000 items identified as being from Indian groups in Oregon, Washington, northern Idaho and western Montana, of which over 1,300 are associated with the Klamath-Modoc people. The majority of these are baskets, stone tools, and implements.

### F.6.4 ALASKA

Of the approximately 1,000 items from Alaska, about 475 are identified as Tlingit, about 150 as Aleutian, and about 40 as Haida. The majority are baskets, and bone or ivory implements, and ornaments.



### F.6.5 OTHER REGIONS

From other areas within the United States about 500 objects are from the Great Plains (350 of which are Sioux), about 50 are from the northeastern or Great Lakes regions, about 170 from the southeastern region, and about 20 from Hawaii.

---

## F.7 HISTORY OF THE HOLDINGS

---

The majority of the Native American objects in State Parks' holdings are from large collections assembled by private individuals in the first half of the 20<sup>th</sup> century and subsequently donated to the State of California. In addition, State Parks has received other private donations, acquired some things with new park properties, accepted a few loans from other institutions, and made some purchases. The following is the history of the major collections that comprise the holdings of the CIHC. They are listed in order of size and importance.

### F.7.1 HATHAWAY COLLECTION

The SSIM was built around the collection assembled by Benjamin Welcome Hathaway. In 1927, Hathaway loaned his collection to the State and a year later it was displayed at the State Capitol. Hathaway was granted the temporary position of "Custodian of the Indian Exhibit" and was eventually hired as the SIM's first curator. When Hathaway announced his retirement in 1950, the State purchased his collection which formed the nucleus of the SIM. The smaller Waer and Graham collections, consisting primarily of lithics, were also included in this purchase.

Besides lithics the collection includes, regalia, beadwork, hunting and fishing accoutrements, and basketry, primarily from California. The baskets of several weavers, such as Lena Dick (Washoe), Nora Lowell (Patwin), Mabel McKay (Patwin/Pomo), and Lucy Thompson (Nisenan/Maidu) have been identified. In 2008, Hathaway's nephew donated a collection of his personal papers and photographs. While not entirely catalogued at this time, the correspondence, purchase journals, and photographs will undoubtedly shed light on more of the weavers whose baskets were acquired by Hathaway.

### F.7.2 HEARN COLLECTION

Minnie R. Hearn donated her collection of Native American archaeological and ethnographic objects to the State in 1931. Fleming Hearn, Minnie's father, was one of the first settlers of Yreka, arriving in 1851. Minnie Hearn was born and lived her entire life in Yreka, with the exception of a brief teaching assignment in nearby Scott Valley. Both father and daughter acquired nearby Shasta, Karuk, and Modoc baskets, some of which are the oldest in the State Parks' collection. Five of the baskets have been identified as Shasta, which is significant considering the scarcity of examples in American collections.

### F.7.3 DWINNELL COLLECTION

George Washington Dwinnell donated his collection of Shasta, Klamath-Modoc, Paiute, and other Northwestern California basketry to the State in 1932. Dwinnell went to Shasta Valley in 1889 and settled in Montague. In addition to serving as the local physician, Dr. Dwinnell was instrumental in establishing the Shasta River, Big Springs, and Mt. Shasta Land Company Water Districts, and building Dwinnell Dam.

### F.7.4 DIGGLES COLLECTION

Henry Emmett Diggles donated his parents' Native American basketry collection to State Parks in 1933. The collection originally belonged to Henry's parents, Henry Jonas and Charlotte Sophia Pattison. Henry Jonas arrived in Fort Jones in 1861 and built the first brick structure in the Valley, which was also the area's first store. The collection consists of primarily Karuk, Shasta, and Hupa basketry, with a few examples of Klamath-Modoc, Achumawi, Wintu, and Maidu basketry as well. Since the baskets were most likely collected before 1890, they are important examples of pre-market basketry. Furthermore, Charlotte has recently been identified as the collector, opening the possibility to even earlier production dates than originally suspected.

### F.7.5 STILSON COLLECTION

In 1930, James McCord Stilson placed his collection of Native American objects on loan to the State. Five years later, the State purchased the collection from his heirs. In 1868, Stilson arrived in Chico, California and worked as a statistical correspondent for the Orange Judd Farmer (agricultural journal). In addition to the lithics and basketry in the collection, there are also fourteen objects associated with Ishi (the "last Yahi Indian"). Among the objects associated with Ishi are a moccasin, blanket foundation, and picture, as well as paint pigments and hunting accoutrements.

### F.7.6 INGELS COLLECTION

Russell Ray Ingels' collection of Hupa, Yurok, Karuk, Atsugewi, Klamath, Modoc, Pomo, Miwok, Yuki, Washoe, and Paiute basketry was donated to the State in 1936. Ingels, from Mendocino County, was a United States Senator from 1928 to 1934.

### F.7.7 MACCALLUM COLLECTION

The MacCallum collection was gifted to the State in 1938. Emma Shirley Kelley (Daisy) was born in Mendocino in 1859. Daisy had an early relationship with Pomoan people and their basketry, having been carried in a traditional Pomo cradle as an infant. From 1879 to 1896, MacCallum lived in Glen Blair while managing her uncle's lumber mill and may have collected baskets from local Pomo working at the mill. The majority of the collection is Pomo basketry collected from 1870 to 1890, which provides excellent examples of pre-market Pomo weaving. Further research of the MacCallum documents at the Mendocino Historical Research Society may provide even more information about the collector and her basketry.

**F.7.8 FULLER COLLECTION**

Estelle M. Fuller donated her late husband's collection of basketry and beads to the State in 1940. Rolla Dane Fuller lived in Berkeley and operated Rolla Fuller's, a local pharmacy. The Fuller's moved to the Dunsmuir area of Shasta County after 1932 (possibly a vacation home), and the basketry in the collection is representative of the area. While the majority of the collection is Hupa and Modoc, there are also examples of Pomo, Paiute, Shasta, Achumawi, Southern Miwok, Wintu, and Chemehuevi.

**F.7.9 DAY COLLECTION**

In 1941, Roscoe A. Day's wife, Sarah Helen, and children, Roscoe A. Day, Jr. and Barbara Boscovich, donated his Native American collection to the State. Roscoe A. Day, a Bay Area orthodontist, purchased baskets by Washoe weavers (and sisters) Lena Frank Dick and Lillie Frank James through Carson valley rancher Fred Settlemeier. Day began commissioning baskets through Settlemeier around 1926 and continued until his health began to fail in 1934. Several of the *degikup* pieces have been attributed to both of the weavers, some of which were identified by Mr. Settlemeier in 1979. The collection also contains a fair amount of Paiute beadwork.

**F.7.10 GLAS COLLECTION**

Winifred Glas donated her husband Maximillian's collection to the State in 1952. According to Winifred, "most of the items were collected in Modoc County, Cedarville, Fort Bidwell area" where Maximillian worked as a druggist during the early twentieth century. The collection consists of Paiute, Washoe, Achumawi Atsugewi, Klamath Modoc, Hupa, Karuk, and Shasta basketry.

**F.7.11 MILLER COLLECTION**

Mark Trelvellick Miller donated his parent's collection of baskets and photographs to the State in 1954, in memory of his grandfather, Andrew Miller, and grandmother, Lydia Russell Miller. Andrew and Lydia came to Susanville in 1863 and built the family home, Longville (Humbug Valley), in 1867. Most of the baskets are Maidu, and were collected by Mark's father Frank Leon Miller and his mother Winifred Miller. Frank inherited the property and lived there with Winifred while operating F. L. Miller Co., a general store, in Greenville. However, at least one was collected by Andrew and Lydia. In correspondence with the State, Winifred Miller refers to this basket as "the old basket" with "ornamental rings" made with "tender pineboughs [sic]," which was "...given to Mother Miller [Lydia] in 1862, and was used as a work basket." The collection includes two photographs of some of the baskets with their makers, which was taken on the Miller property.

**F.7.12 FORGEUS COLLECTION**

The collection of Jessie Norris Forgeus was gifted to the State by Francis Murphy in 1958. Forgeus lived on a ranch in Spring Valley (Colusa County) and developed friendships with several local Pomo. The baskets are primarily Pomo and Patwin, with the latter originating from



nearby Cortina Rancheria. The Forgeus collection is well documented; therefore, several of the baskets are known to have been woven by Belle Luluk (Patwin). At the time of donation, Francis Murphy also gifted her collection consisting of Pomo, Klamath, Washoe, Miwok, and non-Californian basketry.

#### F.7.13 SACRAMENTO CITY COLLEGE COLLECTION

“The Sacramento Junior College J. B. Lillard Memorial Loan Collection” was placed on permanent loan to the State in 1959. The bulk of the collection was assembled by Jeremiah B. Lillard, who was president of the college from 1923 to 1940. Lillard initiated the first formal archaeological field classes in California and amassed a comprehensive museum collection at the college. The majority of the objects collected by Lillard are lithics that were unearthed at his excavations; however, there are also a few Hupa, Yurok, and Wappo baskets.

Lillard also secured several private collections during his tenure as president, such as Bluff Creek Tom’s collection. Bluff Creek Tom and his baskets are believed to be Karuk and consist of culinary type baskets collected around 1936. George Ochs donated his collection of Yokut and Western Mono basketry to the college in 1937. One of his baskets has been attributed to weaver Jennie Washington (Chuckchansi Yokuts/Southern Miwuk). The collections of Dr. J. H. Barr and Dr. Robert F. Heizer, which are comprised largely of lithics, are also included in the loan.

#### F.7.14 COHN COLLECTION

Charles Phillip Cohn donated his collection of Native American basketry to the State in 1959. Charles was the son of Senator Phillip C. Cohn (1913–1916) who settled in Folsom in 1874. Charles was born in Folsom in 1901 and remained in Sacramento County until his death in 1970. Washoe, Maidu, and Pomo basketry comprise the bulk of the collection; however, there are also examples of Yurok, Hupa, Pit River, Klamath-Modoc, and Paiute basketry.

#### F.7.15 WHITE COLLECTION

In 1961, Lottie White bequeathed her sister Gertrude White’s collection of Achumawi and Astegewi basketry to the State. Gertrude White acquired most of her baskets in the field while a schoolteacher at Big Bend on the Pit River, and at Hat Creek, in 1898. One of the baskets is attributed to one of Gertrude’s students, Lily Tom, an Achumawi weaver. The collection contains several feathered baskets which are in excellent condition.

#### F.7.16 THE M. H. DE YOUNG COLLECTION

The M. H. de Young Memorial Museum (de Young Museum) (formerly the Golden Gate Memorial Museum) placed many objects no longer relevant to their mission in the care of the State in 1958 and 1964. In addition to several objects collected by the museum’s first curator, Charles P. Wilcomb, there are also several from various private collections donated to the museum. The M. H. de Young Collection also includes several sub-collections, which are described below.

**F.7.16.1 THE BIEBER COLLECTION**

Nathan Bieber came to America from Prussia in 1858 and settled in Chalk Ford (later renamed Bieber) in 1877. Bieber built the first post office in town and acted as the postmaster, as well as a merchant, notary, and publisher of the Big Valley Gazette. Nathan and his wife Clara collected local Pit River basketry and beadwork until they left Lassen County in 1910 and moved to San Francisco. Due to the Bieber's documentation, three separate basket weavers and their baskets have been identified within the collection.

**F.7.16.2 THE BOGGS COLLECTION**

Mae Helene Bacon Boggs donated her collection of Native American objects to the de Young Museum in 1903. Boggs grew up in Shasta and collected local Pit River basketry (Achumawi and Astarawi bands) from 1874 to 1896. The Boggs collection is probably the largest, most comprehensive, and well documented collection of Pit River cordage warp basketry in existence. While the majority of the collection is Pit River basketry, there are also examples of Hupa, Yurok, Klamath, Tulare, and Shasta basketry, as well as other ethnographic items.

**F.7.16.3 THE DUNSHEE COLLECTION**

Mrs. Dunshee lived on Larson Ranch near Taylorsville and was childhood friends with a local Maidu girl named Nellie. A cradle in the collection is attributed to Nellie and a burden basket is attributed to Nellie's grandmother, Lucy. The baskets in this collection are primarily Maidu, Hupa, and Washoe.

**F.7.16.4 THE WELSH COLLECTION**

Henry H. Welsh was a prominent Fresno attorney known to have lived in the county from 1899 until his death in 1945. While the bulk of the collection contains Pomo and Yokuts basketry, there are also Mono, Miwok, Paiute, Chemhuevi, Yuki, Patwin, Wappo, Kawaiisu, and Tubatulabal pieces. The collection also contains a rare example of Coastal Pomo three-strand twining; a basket attributed to Pomo weaver, Mary Mora; and a few baskets made by left-handed weavers.

**F.7.16.5 HALL-SHEEDY COLLECTION**

The Hall-Sheedy Collection was acquired by the State in 1964. In 1905, Robert Calvin Hall, a Pittsburg businessman, purchased the collection Charles P. Wilcomb had amassed while curator of the de Young Museum. In addition to purchasing Wilcomb's collection, Hall also hired him as a curator for his Native American collection housed at the Ross Mansion in Philadelphia, which became known as the Hall Museum of Anthropology. Wilcomb spent two years designing and constructing cases; cleaning the objects; and creating a card catalog system (with images of the objects glued to the back). He also integrated Hall's collection of 143 baskets, but cataloged them separately from those he collected and sold to Hall.

In 1907, Wilcomb accepted a position as curator of the newly established Oakland Museum. Hall continued to give private tours of his Museum until his death in 1914. Hall's grandsons, Robert and John Sheedy loaned the collection to the Henry Ford Museum in Dearborn, Michigan in 1952. John Sheedy sold the collection to the Twenty-second Agricultural District at Del Mar, California for a fairground exhibit. An audit of the fairgrounds resulted in questionable uses of government funds and the collection was sold to the Museum of the Man in San Diego for one dollar. A state employee at General Services questioned the disposing of "unwanted property" to a non-state agency and contacted the Department of Parks and Recreation. Jack Dyson, curator of the SIM, went to San Diego and retrieved the collection.

The collection consists of lithics, regalia, pottery, weaponry, beadwork, and basketry from Native American groups throughout the continent. The collection is well documented by Wilcomb's catalog cards, which was also acquired by the State. A number of the California Indian baskets also appear in Otis Tufton Mason's, *Aboriginal American Indian Basketry* (1904). In addition, several baskets in the collection are attributed to weavers such as, Joseppa Dick (Pomo), Mary Dunson (Pomo), and Mary Pinto (Pomo).

#### **F.7.16.6 RAKESTRAW PRICKETT COLLECTION**

Wilfrid Prickett donated his mother's and grandfather's collection of ethnographic material, glass slides, and documents to the State in 1966. Wilfrid's grandfather, Charles B. Prickett worked as a teacher, Supervisor, and Superintendent of Indian Schools for the United States government from 1879 until his death in 1915. Rita Rakestraw Prickett traveled with her father as a young girl until she began working as a kindergarten teacher for the government Indian schools.

Charles and Rita were assigned to reservations throughout the country, in states such as Nebraska, South Dakota, Oregon, and California. While their collection is comprised of a variety of items from these areas, the majority of the collection is Hupa, Yurok, and Karuk basketry. The bulk of the basketry was collected from friends she made while her father was the superintendent at Chemawa Indian School in Oregon from 1894 to about 1902. At Chemawa, Rita became friends with two Hupa girls attending the school; a friendship she maintained for some forty years. In 1903, Charles was transferred to the Fort Bidwell Industrial School in California, where Rita began her first teaching assignment.

#### **F.7.16.7 ROSE COLLECTION**

Anthony and Lois Rose's children donated their parents' collection of Native American items to the State in 1968. Anthony worked as a teacher, principal, and college professor. The Rose's lived in Cedarville (Modoc County) and moved to Modesto (Stanislaus County) around the mid-1920s. The collection consists primarily of Hammawi and Kosealetki basketry, although there are a few examples of Pit River beadwork.

**F.7.16.8 CADY COLLECTION**

Clara Emily Pardee Cady placed her and her husband's collection of Native American basketry on loan to the State in 1934. In 1969, Clara gifted a fourth of the collection to the State and the remainder of the collection was returned to her in 1970. Clara and Leon Roy were both born in Susanville to influential families in Lassen County. Clara's father and brother comprised the law firm Pardee & Pardee, while Leon's father served as Lassen County Sheriff and Fish and Game Warden. The Cady collection contains mostly Maidu, Paiute, and Pit River basketry, overall, reflecting the tribal population of the Susanville Rancheria.

---

## F.8 USES OF COLLECTIONS

---

**F.8.1 LOANS OF SACRED OBJECTS AND CEREMONIAL REGALIA**

Sacred objects and ceremonial regalia are items defined by specific tribes as items needed by spiritual practitioners for traditional Native American spiritual practices, or for the purpose of renewing traditional Native American spiritual practices, and may be requested for loan under the guidelines below:

- ▶ Each request must be submitted in writing by the requesting tribe. To be eligible to request loans of sacred objects and/or ceremonial regalia a tribe must be on the list of California Indian tribes maintained by the Native American Heritage Commission.
- ▶ Each loan will be considered on a case-by-case basis and will be reviewed by the CIHC Collections Committee and approved by the Capital District Superintendent. Final approval rests with the Deputy Director for Park Stewardship (Operations) as per *Department Operations Manual* (DOM) Chapter 2020.1.3.
- ▶ Generally, the duration of loans made for ceremonial purposes shall be for the time necessary for transportation and for the duration of the ceremonial use.
- ▶ When cultural materials are affiliated with more than one tribe, the borrower must demonstrate active consultation with all the culturally affiliated tribes. The borrower must provide verification of consultation in the form of a letter of authorization from the culturally affiliated tribe or tribes.
- ▶ CIHC staff and designated tribal representatives will determine security precautions and any conditions for handling the loaned object(s) prior to their release by the CIHC. The CIHC reserves the right to conduct appropriate tests on loan objects to protect the health and safety of borrowers, for such things as pesticide contamination.
- ▶ For the purpose of security, all loaned objects will be photographed by CIHC staff as well as have a condition report generated.

- ▶ In most cases the transportation of sensitive ceremonial material must be by hand-carrying (i.e., in continuous personal possession) or shipment escort, whether by CIHC staff or the borrower, at the borrower's expense. The CIHC will determine method of transport and will work in consultation with the borrower.
- ▶ Loaned material may not be moved from the borrower's repository, as agreed, nor shall it be re-loaned. The security and environmental conditions of loaned objects will be agreed upon in advance of the loan by the CIHC and the tribe, including any individuals charged by the tribe with the care of the material.
- ▶ Institutions may request sacred objects for research, exhibition or display; however, requests will be reviewed by the CIHC Collections Committee and shall be loaned only after consultation with the appropriate culturally affiliated tribe or tribes. The borrower must provide verification of consultation in the form of a letter of authorization from the culturally affiliated tribe or tribes.
- ▶ The CIHC will make available original materials to Native American spiritual practitioners, cultural specialists, and artisans for the purpose of crafting duplicate cultural items in consultation with culturally affiliated lineal descendants or tribes as appropriate.

*Objects made in the traditional way and used in a traditional way for hands on and ceremonial use, also encourages and strengthens the artistic tradition of Native California Indian people. (Davis, ET. Al, 1991; p. 36.)*

#### F.8.2 LOANS

- ▶ It will be the practice of the CIHC to loan cultural materials to California Indian Tribes, tribal museums, and public institutions, and accept loans from Indian Tribes, tribal museums, and public institutions in accordance with State Parks policy and DOM procedures outlined in DOM Chapter 2010.5.
- ▶ The CIHC Collections Committee will be apprised of and make recommendations regarding potential loan requests.
- ▶ Loans will be approved by the Capital District Superintendent.
- ▶ The receiving institution/authority must have a bona fide cultural and/or educational mandate for loaned cultural material.
- ▶ The CIHC will loan cultural material requested by California Indian tribes for ceremonial purposes (see *Loans of Sacred Objects and or Ceremonial Regalia* above).
- ▶ Other appropriate agencies eligible for loans may include museums, cultural centers, and public galleries.

- ▶ For the purpose of security, all loaned objects will be photographed by CIHC staff as well as have a condition report generated.
- ▶ Loans shall not be made for commercial purposes.
- ▶ Cultural material(s) shall not be loaned, if it is determined that the material is of such importance, rarity or fragility that lending it would expose it to undue risk or damage.
- ▶ Loans requested for traveling exhibitions must be accompanied by a standard facility report for each venue hosting the exhibition.
- ▶ Materials that are subject to active repatriation, for which State Parks' legal ownership has been challenged, shall not be loaned except under special circumstances for ceremonial purposes on a case-by-case basis, in consultation with the culturally affiliated lineal descendents or tribe as appropriate.
- ▶ Generally, loans are for a one year period. Exceptions may be made, if mutually agreed upon. If so, the loan will be renewed annually for a total period of no more than three years.
- ▶ Loans of cultural material made from wildlife specimens will be made in accordance with international, federal, state, and local regulations and applicable State Parks policies.
- ▶ Items loaned for exhibits at other institutions must use as a credit line, "Courtesy of California State Parks, California Indian Heritage Center" per DOM Chapter 2010.12.5.

#### F.8.3 EXHIBITION

- ▶ Exhibition and interpretation will be managed in consultation with the curator, CIHC Native Advisory Committee, Native consultants and in accordance with DOM Chapter 2010.10.3
- ▶ When developing permanent, temporary or traveling exhibits the CIHC staff will actively seek consultation from Tribal scholars, elders, and other cultural material experts.

#### F.8.4 RESEARCH

- ▶ Research and access to CIHC holdings will be managed in accordance with DOM Chapters 2010.10.2 and 2010.11.

#### F.8.5 HANDS-ON USE

- ▶ Objects for hands-on interpretive use may only be made and used after review and recommendation by the CIHC Collections Committee and approved for use in accordance with DOM Chapter 2010.10.4.

---

## F.9 RELATIONSHIP TO OTHER INSTITUTIONS

---

*There are 173 museums in the state of California which have special collections of California Indian materials. There are 78 museums in Europe and Asia which possess either a major collection of Native California cultural items or have exceptional items representing the material achievement of the first Californians. Nationally, there are some 190 museums or other institutions outside of California with Native California Collections. (Davis, Et. Al, 1991; p. 12).*

At least 30 State Park Units interpret California Indians. Large collections of Native American cultural materials are cared for at State Parks' Regional Indian Museums at Chawse' (Indian Grinding Rocks State Historic Park), the Antelope Valley Indian Museum State Historic Park, and the Ya'i Hek'i (*Home of the Wind*) Regional Indian Museum at Lake Perris State Recreation Area. The Holman Collection on display at the Pacific House in Monterey State Historic Park has significant Native American holdings from California, the Southwest and Plains cultures.

Many other State Park Units interpret the California Indian cultures of their regions and have displays of tribal items. The holdings at these park units are part of the Statewide Ethnographic Collection cared for by the CIHC. These items will continue to remain at the Park Units where they are now interpreted unless, for some reason, the Capitol District Superintendent requests their transfer back to the CIHC holdings.

A primary goal of the CIHC is to provide for the broad representation of California Indian culture and history. It is not possible for the CIHC to represent every California Native culture in depth. The CIHC encourages the development of regional heritage centers within State Parks. The CIHC should be a strong partner in helping the development and operation of regional centers through training, conservation services, and loans of cultural materials, both incoming and outgoing. The CIHC expects to be an integral partner with museums interpreting the culture and history of California Indian peoples, statewide, nationally, and internationally.

The items from the M. H. de Young Collection present a unique situation that needs to be resolved. In 1964 the de Young Museum gave State Parks most of its ethnographic collection along with other items related to the Midwinter Fair. There was never a formal document that defined the terms of the transfer. Therefore, this collection does have a relationship, be it undefined, between the de Young Museum and State Parks.

---

## F.10 COLLECTION DEVELOPMENT GOALS

---

- ▶ Develop holdings through accepting gifts, making purchases, and through exchanges with other institutions.
- ▶ Identify the cultures and geographical areas in which the CIHC holdings are underrepresented. Develop priorities and strategies for acquisition through gift, purchase, exchange or loan as appropriate, to strive for balanced representation of California cultures within CIHC holdings. This process should be directed by the CIHC Collections Committee.
- ▶ Develop traveling exhibits and reciprocal loans, including encouraging Native American families to display and interpret their personal collections at the CIHC.
- ▶ Actively locate and negotiate for the return of significant California collections in the possession of museums from outside of California through gift, loan, exchange, and purchase, including European museums where the earliest California Indian art and cultural objects are now located.
- ▶ Compile all known photographic images of California Indian people, including acquiring a copy of the California Indian Library Collection, currently housed in the State Library.
- ▶ Transfer the State Parks Native American Photograph Archives Collections to the CIHC
- ▶ Develop a strategy for the acquisition of contemporary Indian art and priorities for acquisition.
- ▶ Encourage the production cultural materials by California Indian artisans for tribal use, CIHC programs and demonstrations.
- ▶ Encourage the purchase of Native-made reproductions from basket weavers, regalia makers, carvers and artists.

### F.10.1 DEACCESSION

- ▶ Proposed deaccessions will be reviewed and recommendations made by the CIHC Collections Committee and accomplished in accordance with DOM Chapter 2010.4.
- ▶ Recommendations for deaccession:
  1. Arctic collection - a beautiful representation of Arctic carvings, clothing, tools, hunting and fishing equipment. This collection would be better off in a setting that specializes in this type of material.



2. Southwest pottery - pottery that dates from archaeological time periods to items made by contemporary potters. This collection would be better off in a setting that specializes in this type of material. Perhaps a museum, university or tribe in the Southwest.
3. Hunting equipment from Australia, New Guinea, Samoa and New Zealand - items that came under State Parks' stewardship with the items from the de Young. The de Young Museum should be approached first to see if they would like to take possession.

#### F.10.2 INTELLECTUAL PROPERTY RIGHTS

- ▶ State Parks reserves the right to determine how images of the holdings in the care of the CIHC will be used, credited, and interpreted, including but not limited to contemporary art, print, film and electronic media in accordance with DOM Chapter 2010.12.

#### F.10.3 GIFTS AND PURCHASES

- ▶ The CIHC will only accept gifts and make purchases of cultural materials that are appropriate to the purpose, vision and major interpretive themes of the CIHC, and in the interest of balanced cultural representation.
- ▶ The CIHC will primarily accept gifts and purchase cultural materials originating from and used by California Indian cultures; however, cultural materials originating from non-California cultures may be acquired to fulfill specific interpretive needs, after staff recommendation and upon review and recommendation of the CIHC Collections Committee.
- ▶ Works of contemporary art by California Indians will be the primary focus of the CIHC; however, the CIHC will consider donations of contemporary art by non-California Indian artists to fulfill specific interpretive needs, after staff recommendation and review and recommendation by CIHC Collections Committee.
- ▶ Gifts and purchases will be acquired in accordance with State Parks Accessions Policy in accordance with DOM Chapter 2010.3.
- ▶ The CIHC will not accept gifts of cultural items determined to be subject to the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA) or CalNAGPRA (See Repatriation section below).
- ▶ The CIHC will acquire natural history specimens that contribute to the interpretation of California Indian cultures and the evolution of the CIHC site's habitat.
- ▶ The CIHC will encourage and aid potential donors of cultural materials that are deemed inappropriate for acquisition by the CIHC for repatriation to the culturally affiliated Indian tribe or other public institution as appropriate.

- ▶ CIHC curators will not perform appraisals for potential donors, but may provide referrals to appraisers.

---

## F.11 CONDITION OF THE COLLECTION

---

The general condition of the California Indian collection of the CIHC is good. For the past 20 years the collection has been located in stable climate controlled rooms that also have regular Integrated Pest Management (IPM) programs. This has helped tremendously in keeping the items structurally sound and pest free. Many of the items are housed using museum techniques that include acid free mounts, wide drawers for fragile textiles, and separate units for feathered baskets, headwear, beads, weapons, pottery, and regalia. There are instances where male and female items have been separated by request of tribes.

### F.11.1 CROWDING

While the environmental conditions have been good where CIHC items are kept, some do suffer from overcrowded conditions. Many of the shelves at the SMRC warehouse have baskets stored on baskets, due to lack of space. Mitigation measures have been taken to ease the effects of the overcrowding. For example, if baskets are in other baskets, sheets of acid free tissue are in between the two. Where possible, additional shelving has been added; however, space limitations in the Environmental Room prevent adding additional units.

More units to keep regalia flat are needed. While there is a unit for the fragile garments, it would be better practice to have less crowded conditions to optimally protect the regalia. This recommendation also applies to getting more units to store headpieces and other larger regalia items. However, space limitations may prevent adding additional units.

### F.11.2 MOUNTS

Basketry and non-basketry items need to be assessed to determine what type of mounts need to be developed for optimal conditions. Items of wood, stone, fabric, leather, feathers, fur, and other natural fibers need to have better mounts designed for their specific needs. Headpieces, for example, should be kept on formed mounts for better conservation conditions. If this was done however, it would also require more space, which is already an issue.

### F.11.3 CLEANING

Many of the baskets have an accumulation of “museum dust” and need to be cleaned using a soft brush and a variable-suction vacuum. All baskets being loaned are to be cleaned and a condition report must be generated prior to their release. A schedule for dusting baskets that are not on display or on loan needs to be developed to remove any accumulated grime. A conservator should be engaged for developing a plan that would prioritize conservation needs and treatments in a conservation assessment document.

#### F.11.4 CONTAMINATION

In May of 2001, testing of the air quality for potential airborne exposure hazards to museum employees and volunteers was conducted at the SIM. The results concluded that there was no evidence of any significant airborne exposures at the museum that occurred during the types of typical routine tasks performed.

In July 2009 old record cards were discovered which indicated that five feather baskets from one collection had been treated with a moth proofing agent in 1959.

After an exhaustive records search, the curators found evidence that 266 items had been treated with a moth proofing agent in 1956. Contaminated baskets and other items have been identified and separated from the rest on the collection.

In February 2011, the air quality of the environmental room at SMRC was tested for potential airborne exposure hazards.

As with other ethnographic collections at other institutions, standard safety precautions are taken when handling items. For safety reasons, comprehensive testing and possible cleaning of contaminated items is extremely important.

#### F.11.5 REGISTRATION AND INVENTORY

Record keeping for all State Parks' holdings was scant prior to the 1960s, and it was not systematic. Some records of varying degrees of completeness were acquired with donated collections. A systematic registration system was developed in the mid-1960s, but it was inconsistently used statewide. Items were transferred between State Parks Units and the SMRC without documentation. Some long-term loans were received into State Parks' custody without associated inventories.

State Parks is committed to maintaining a complete and accurate inventory of all its holdings. This includes physical inventory, the reconciliation of old records or documentation, and the registration of what was not previously recorded. To manage this undertaking, a computerized collections management system was first instituted in 1989. The majority of State Parks' ethnographic collections have been data entered into this system from paper records. Native American cultural material have had the highest priority in the inventory project, due to exhibit needs in State Parks, the interest expressed by Native people, the general public, and compliance with NAGPRA. Completing the physical inventory and reconciliation for all the collections statewide has been an ongoing project and will continue as funding and staff are available.

---

## F.12 COLLECTIONS MANAGEMENT GOALS

---

*It is an essential part of the museum's mission that it store and exhibit Native American items in its care in ways in accord with Native American beliefs and*

*feelings....Aside from being the ethically correct policy, proper care of Native American items will increase the trust between the California Indian population and the museum. This increased trust can greatly enhance the museum's ability display and interpret Native American materials, and thus help it fulfill its purpose. (Davis, et. Al, 1991; p. 19)*

The CIHC's goal is to manage and develop the holdings under its care for the benefit of California Native People and the citizens of California in accordance with DOM Chapter 2000. In accomplishing this goal the CIHC will:

- ▶ Be a professionally designed facility with curatorial, display and research functions.
- ▶ Maintain a proper museum environment (environmental and physical security) for collections on and off display.
- ▶ Include dynamic *visible storage or open storage* as a component of the CIHC holdings facility.
- ▶ Be a leader in the use of appropriate technological innovations in conservation and restoration.
- ▶ Make its holdings accessible to Native people and academic professionals for research purposes.
- ▶ Adhere to State Park practices and procedures for the approval and gift ownership, park-to-park transfers, and incoming and outgoing loans.
- ▶ Strive to make cultural materials available for ceremonial use by tribal spiritual practitioners.
- ▶ Strive to curate, display and interpret Native objects in accordance with California Indian traditional values and procedures in consultation with tribal museums and family regalia caretakers to ensure displays do not violate the accepted spiritual or ethical practices of members of the originating Indian group.
- ▶ Do not hold Native American human skeletal remains, associated, and unassociated funerary objects. Strive to maintain a balance between the traditional care and standard museum care practices for the collections under its stewardship.
- ▶ Be a resource for training Native Americans in traditional and standard museum care, conservation, and restoration practices and procedures.
- ▶ Develop and maintain traditional care practices, as well as prevailing museum standards to meet the accreditation criterion of the American Association of Museums.
- ▶ Perform ongoing conservation assessments.

- ▶ Aid tribes and tribal museums in the care of their own collections in terms of training and conservation services.
- ▶ Develop a program to bring cultural objects to isolated Native American tribal groups.
- ▶ Complete the physical inventory of the non-basket portion of the ethnographic collections.
- ▶ Consult with the de Young Museum to resolve the ownership of the M. H. de Young Collection in State Parks' possession.
- ▶ Assess the cultural, historic, interpretive value and relevance of non-native California material in the ethnographic collections.
- ▶ Complete recommendations and a plan for the deaccession of non-native California materials in the ethnographic collections.
- ▶ Complete an assessment of the impact of contaminants on the holdings cared for by the CIHC.
- ▶ Partner with State Parks' Regional Indian Museums and State Park Units holding collections and interpreting California Native culture, tribal museums, regional facilities, and centers.
- ▶ Organize its care facility by geographical region and culture.
- ▶ Partner civil service/non-civil service staff at all levels to promote training and Indian staff representation.
- ▶ Incorporate "cultural competence" as exam criteria in the civil service position examinations for the classifications used at the CIHC.
- ▶ Maintain online computer access to CIHC collections.
- ▶ Identify CIHC collections on loan to other parks and institutions.
- ▶ Identify CIHC collections on loan from other parks and institutions.

#### F.12.1 COLLECTIONS CARE

*Many cultural materials in museums today were "dedicated to a particular spirit" when they were made. These materials especially require spiritual caretaking, and the only people who can provide it are the spiritual leaders of the tribes from which the objects originated....Visitors to the California Indian Museum will experience Native California Indian people's value systems as well as see their artifacts....A procedure must be established with tribal leaders to identify the spiritual leaders who will be allowed access to the collections....Indian practices may be in conflict with standard museology. (Davis, ET. Al, 1991; pp. 35-36)*

- ▶ How objects are cared for and housed should be in consultation with culturally affiliated tribes and if possible the lineal descendants of their makers, and in accordance with DOM Chapter 2010.9.
- ▶ When not on display, collections from the same cultures should be kept together in the same location in the facility.
- ▶ The CIHC Collections Committee and relevant cultural specialists should review all exhibit plans to ensure that culturally sensitive items are not inappropriately displayed, and interpretive messages are culturally sensitive and historically accurate.

#### F.12.2 REPATRIATION

*The involvement of California Indian people in deciding which Indian ceremonial objects are appropriate for display and which need to be repatriated to the tribes for which they originate, or any other arrangement in between, is essential to the legitimacy of the California Indian Museum as an institution. (Davis, ET. Al, 1991; pg. 19)*

The CIHC California Indian Advisors have stated that they do not want the CIHC to serve as an archaeological repository or be involved with the care of Native American human remains, associated, and unassociated funerary objects in the possession of State Parks that are subject to NAGPRA and CalNAGPRA.

*The center will not serve as an archeological repository, and will not house human remains and/or associated funerary objects. (Task Force Review of 1991 Study, pg. 5)*

However, the CIHC is also subject to the section of NAGPRA dealing with what the law defines as sacred objects and objects of cultural patrimony. The CIHC may have items in its possession that tribes may find fit these categories.

State Parks' NAGPRA program is administered in the Museum Service Section, in the Department's Division of Archaeology, History and Museums. The Department's NAGPRA coordinator works in the Section and responds to claims for repatriation from lineal descendants and culturally affiliated tribes. The CIHC pledges to work openly with the Department's NAGPRA Coordinator, lineal descendants, and culturally affiliated Indian tribes to facilitate the repatriation of any items that are subject to NAGPRA (also see DOM Chapter 2010.4.5)

---

## F.13 DOCUMENTS USED IN PREPARATION

---

Bernstein, B. 2003. *Comments on the 1991 California Indian Museum Study*.

California State Parks. 1989 (July). *State Indian Museum Preliminary General Plan*. Sacramento, CA.

———. 1991 (October). *California Indian Museum Study*. The Resources Agency, Sacramento, CA.

———. 1992 (September 21). *The Holman Collection of Native American Objects at Pacific House, Monterey State Historic Park*. Office of Interpretive Services. Sacramento, CA.

———. 2000 (January 3). *Status of Ishi-Related Artifacts in the Collection of the Department of Parks and Recreation*. Sacramento, CA.

———. 2004 (October). *Museum Collections Management Handbook Volume II: Practices and Procedures*. Patricia Morris (Ed.). Originally published December 2001, portions revised October 2004. Museum Services Section, Cultural Resources Division.

———. 2005 (June 27). *A Needs Assessment for the Native American Ethnographic Collections*. Sacramento, CA.

———. 2007 (October 30). *Report on the Inventory and Documentation of the Native American Basketry Collection at the Department of Parks and Recreation, State Museum Resource Center, West Sacramento*. Sacramento, CA.

———. 2007 (August). *California Indian Heritage Center Project City of West Sacramento East Riverfront Site Preliminary Environmental Evaluation and Issue Identification*. Northern Service Center, Sacramento, CA.

———. 2009 (March). *Guide for Writing a Scope of Collections Statement*. Archaeology, History & Museums Division Museum Services Section, Sacramento, CA.

———. 2010 (April 22). *Report on the Collections Stewardship Project, State Museum Resource Center, California State Parks, California Indian Heritage Center*. Sacramento, CA.

———. 2011 (February). *California Indian Heritage Center Preliminary General Plan/Draft EIR*. Prepared by AECOM, Sacramento, CA.

Davis, L., R. Miguelena, P. Apodaca, D. Marquart, and D. Koue. 1991. *The California Indian Museum Report of the California State Indian Museum Consultants*, Revised April 15, 1991.

Mason, O.T. 1902. *Aboriginal American Indian Basketry*, Rio Grande Press, Inc., Glorietta, New Mexico.

Mason, O.T. 1918. *Aboriginal Indian Basketry*, Rio Grande Press, Inc., Glorietta, New Mexico.

*State Indian Museum Feasibility Study Central Museum Building Architectural Needs 1991 California Museum Study Appendices (October 1991).*

Ralph Appelbaum Associates. 2007 (September). *California Indian Heritage Center: The Developing Vision, Interim Project Planning and Interpretive Programming Report*. New York, NY. Prepared for the California Indian Heritage Center, Sacramento, CA.

Swiden, C. 2005. *State Museum Resource Center Evaluation*. Conducted April to June, 2005.



---

## F.14 ADVISORS

---

### F.14.1 NATIVE AMERICAN ADVISORS

Sherrie Smith-Ferri

Adriane Tafoya

Frank LaPena

Cristina Gonzales

### F.14.2 STATE PARKS STAFF

Rob Wood, Associate Park and Recreation Specialist

Ileana Maestas, Museum Curator I

Connie McGough, Guide I Historical Monument

Sarah Fonseca, Guide I Historical Monument

Jena Peterson, Curator I

Lee Eal, Senior Park Aide

Linda Blue, Park Aide

Helen Kawelo, Park Aide

Teresa Williams, Park Aide

Stan Stanich, Park Aide

### F.14.3 CONSULTANTS

Brian Bibby

# Appendix G

---

## Native American Consultation

---



Acquisition & Development Division  
Northern Service Center – Resources Services Section  
One Capitol Mall, Suite 500  
Sacramento, Ca 95814

**To:** Native American Heritage Commission  
**Fax #:** 657-5390  
**Phone #:** 653-4082  
**No. Pages (including this one):** 3  
**Date:** May 31, 2007

**Re:** Request Sacred Lands file search and list of contacts – follow - up

**Project:** West Sacramento Study Area (Possible California Indian Heritage Center)

**Map Names:** Sacramento West

**Purpose of File Search:** On March 21, 2006, I requested the Native American Heritage Commission to complete a search of the sacred lands files for the original study area depicted on the attached topographic map. The study area encompassed an estimated 86 acres in Township 9 North, Range 4 East, on the USGS 7.5' series West Sacramento, CA topographic quadrangle (see attached map). The original study area has now been cut in half to about 43 acres.

Debbie Pilas-Treadway's reply of April 4, 2006 read in part, "The Native American Heritage Commission has reviewed the Sacred Lands File and found several burial/recorded sites within the project area." We followed the recommendation that we contact the Northwest Information Center, and their records showed three sites within a mile of the study area, but nothing within the study area.

After that, the study was put on hold, but has recently been revived. So we now wish to pursue our inquiry. Please review your files once again and inform us whether you have any record of sites or burials specifically within either the original or new smaller study areas. Please also send us an updated Native American contact list for Yolo County.

If you have any questions about this request, please feel free to contact me by mail at the above address, by phone at (916) 445-8814, by fax at (916) 445-8883, or by email at [wwulz@parks.ca.gov](mailto:wwulz@parks.ca.gov). Please fax me the results at your earliest convenience.

Thank you,

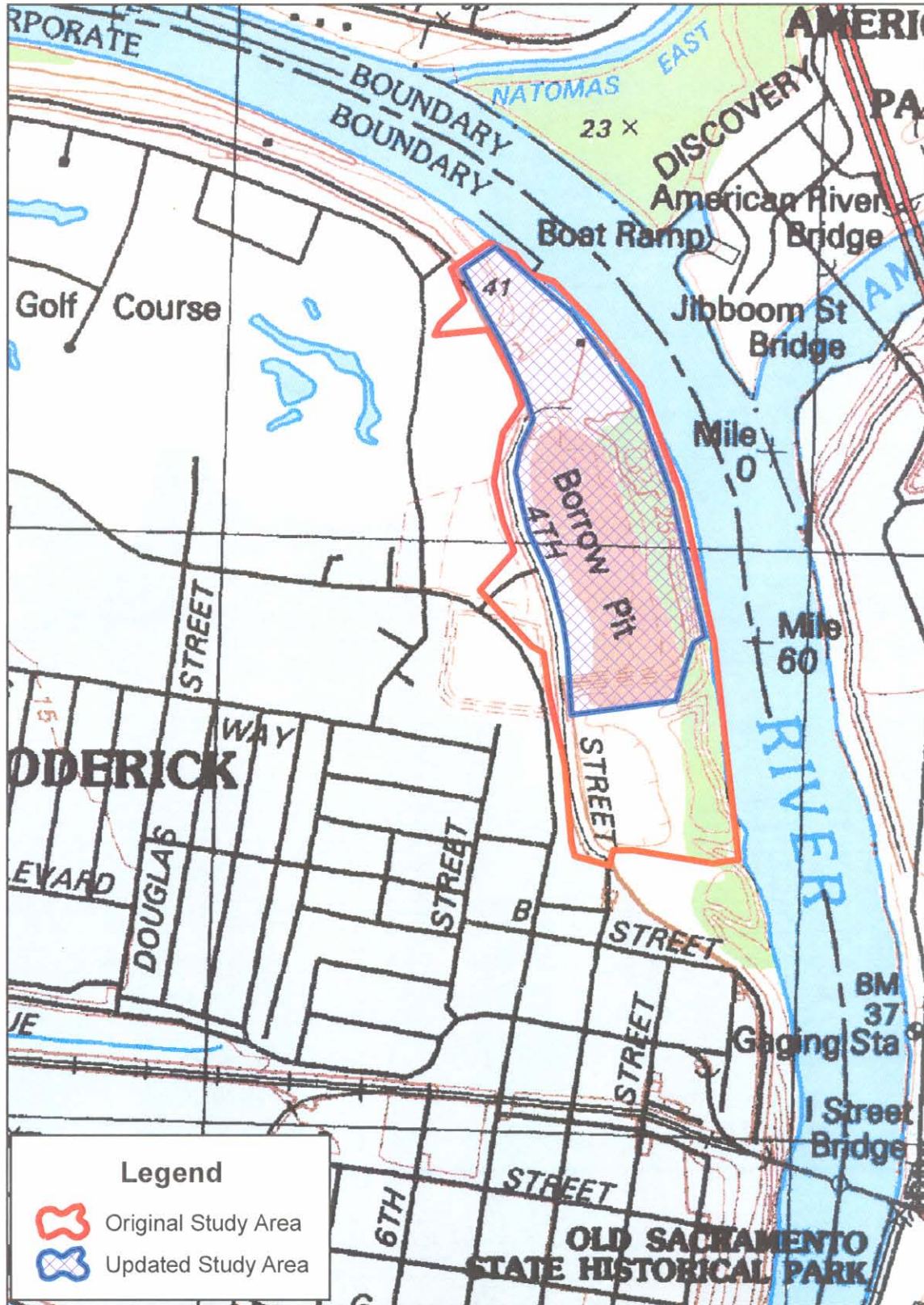
Warren Wulzen, Associate State Archaeologist  
Acquisition and Development Division, Northern Service Center

Attachment: Topo map of study area

✓ cc: Maria Baranowski

# West Sacramento Study Area

Sacramento West USGS 7.5' Quad Scale 1:10,000



State of California

Memorandum

**Date:** April 24, 2006

**To:** Maria Baranowski  
Senior Architect  
Northern Service Center

**From:** Warren Wulzen  
Associate State Archaeologist  
Resources Section, NSC

**Subject:** CIHC West Sacramento Parcels

I have received the records search from the Northwest Information Center (NWIC) for the area on the West Bank of the Sacramento River that is currently under study for the California Indian Heritage Center (CIHC). We need to acquire copies of the pertinent archaeological reports and site records and synthesize these prior to conducting any field research.

Three sites are indicated on the map returned by the NWIC: CA-YOL-24 (P-57-000027), CA-YOL-25 (P-57-0028), and CA-YOL-27 (P-57-000030). All three are recorded as prehistoric mound sites, and none of these are within our proposed study area. YOL-25 is the closest known site, located approximately 1500 feet northwest of the study area.

Here is a list of the reports that may pertain to the study area:

- Holman, Miley Paul, 1984, *River Bend Archaeological Reconnaissance* (letter report).
- Eddy, Beverly C. & Kenneth J. McIvers, 1989 *Evaluation of the Impact of the Raley's landing Assessment District; Broderick Area Sewer Improvement projects on Archaeological SDite CA-YOL-27, West Sacramento, California.*
- Peak & Associates, 1985, *Cultural Resource Assessment of the Lighthouse Marina Project, Broderick, Yolo County, California.*
- Weaver, Richard A., 1985, *Cultural Resources Survey, Sacramento River Navigation Improvement (SRNI) Disposal Action, Yolo County, California.* US Army Corps of Engineers.
- Jones & Stokes Associates, Inc., 1996, *The archaeological Inventory and Determination of Effect for the City of West Sacramento Riverfront Improvements Project, Yolo County, California.*
- Allan, James M., 2002, *report of Archival and Historic Literature Research on Select Obstructions to navigation in the Sacramento River, Sacramento and Yolo Counties, California.*

Maria Baranowski  
April 24, 2006  
Page Two

I will search for copies of these publications in Department of Parks and Recreation libraries. Please request of the City of West Sacramento copies of any of these reports that they may have available.

If you need further information about these documents or the cultural resource work for the study area, please contact me at (916) 445-8814 or [wwulz@parks.ca.gov](mailto:wwulz@parks.ca.gov).

Warren Wulzen  
Associate State Archaeologist

STATE OF CALIFORNIAArnold Schwarzenegger, Governor**NATIVE AMERICAN HERITAGE  
COMMISSION**915 CAPITOL MALL, ROOM 364  
SACRAMENTO, CA 95814  
(916) 653-4082  
(916) 657-5390 - Fax

July 12, 2007

Warren Wulzen  
Associate State Archaeologist  
Northern Service Center  
Department of Parks and Recreation  
One Capitol Mall, Suite 500  
Sacramento, CA 95814

RE: Proposed California Indian Heritage Center, West Sacramento, Yolo County

Sent By Fax: (916) 445-8883  
Pages Sent: 8

Dear Mr. Wulzen:

A record search of the Sacred Lands File has failed to indicate the presence of Native American cultural resources in the immediate project area. The presence or absence of specific site information in the Sacred Lands File does not indicate the absence of other cultural resources in any project area. Other sources of information regarding cultural resources in your project area should also be contacted for information regarding known and recorded sites. I suggest you consult with all of those on the accompanying Native American Contacts list, if they cannot supply information, they might recommend others with specific knowledge about cultural resources in your project area. If a response has not been received within two weeks of notification, the Commission requests that you follow-up with a telephone call to ensure that the project information has been received.

If you receive notification of change of addresses and phone numbers from any these individuals or groups, please notify me. With your assistance we are able to assure that our lists contain current information. If you have any questions or need additional information, please contact me at (916) 653-4040.

Sincerely,

  
Debbie Rilas-Treadway  
Environmental Specialist III

Attachment

**Native American Contacts  
Yolo County  
July 12, 2007**

Wintun Environmental Protection Agency  
P.O. Box 1839 Wintun (Patwin)  
Williams, CA 95987  
corwepa@hotmail.com  
(530) 473-3318  
(530) 473-3319  
(530) 473-3320 - Fax

Rumsey Indian Rancheria of Wintun  
Marshall McKay, Chairperson  
P.O. Box 18 Wintun (Patwin)  
Brooks, CA 95606  
mmckay@rumseywintu-nsn.  
(530) 796-3400  
(530) 796-2143 Fax

Grindstone Rancheria of Wintun-Wailaki  
Kenneth Swearinger, Chairperson  
P.O. Box 63 Nomlaki  
Elk Creek, CA 95939 Wintun (Patwin)  
e\_swearinger@yahoo.com Wailaki  
(530) 968-5365 Muimok  
(530) 968-5366 FAX

Cortina Band of Indians  
Elaine Patterson, Chairperson  
PO Box 1630 Wintun / Patwin  
Williams, CA 95987  
(530) 473-3274 - Voice  
(530) 473-3190 - Voice  
(530) 473-3301 - Fax

Colusa Indian Community Council  
Wayne Mitchem, Chairperson  
3730 Hiway 45 Wintun (Patwin)  
Colusa, CA 95932  
mitchum@colusanet.com  
(530) 458-8231  
530-458-3866

Colusa Indian Community Council  
Shannon Morganson, Tribal Administrator  
3730 Hiway 45 Wintun (Patwin)  
Colusa, CA 95932  
CICC@colusanet.com  
(530) 458-8231

Paskenta Band of Nomlaki Indians  
Everitt Freeman, Chairperson  
PO Box 398 Nomlaki  
Orland, CA 95963 Wintun  
office@paskenta.org  
(530) 865-2010  
(530) 865-1870 Fax

Colusa Indian Community Council  
Tammy Fullerton, Environmental Coordinator  
3730 Hiway 45 Wintun (Patwin)  
Colusa, CA 95932  
rise.tammy@prodigy.net  
(530) 458-8231

This list is current only as of the date of this document.

Distribution of this list does not relieve any person of statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.

This list is only applicable for contacting local Native Americans with regard to cultural resources for the proposed California Indian Heritage Center, West Sacramento, Yolo County.



**Native American Contacts**Yolo County  
July 12, 2007

Sierra Native American Council  
Dwight Dutschke, Chairperson  
Box 12045  
Oroville, CA 95640  
(209) 274-2357

Miwok

Butte Tribal Council  
Ren Reynolds  
1693 Mt. Ida Road  
Oroville, CA 95966  
(530) 589-1571

Maidu

Berry Creek Rancheria of Maidu Indians  
Cultural Resources Rep  
#5 Tyme Way  
Oroville, CA 95966  
gmix@berrycreekrancheria.  
(530) 534-3859  
(530) 534-1151 FAX

Tyme Maidu

Mooretown Rancheria of Maidu Indians  
Gary Archuleta, Chairperson  
#1 Alverda Drive  
Oroville, CA 95966  
frontdesk@mooretown.org  
(530) 533-3625  
(530) 533-3680 Fax

Maidu  
KonKow / Concow

Mechoopda Indian Tribe of Chico Rancheria  
Dennis Ramirez, Chairperson  
125 Mission Ranch Blvd  
Chico, CA 95926  
rd@mechoopda-nsn.gov  
(530) 899-8922 ext 215  
(530) 899-8517 - Fax

Mechoopda Maidu  
Concow

Shingle Springs Band of Miwok Indians  
Jeff Murray, Cultural Resources Manager  
P.O. Box 1340  
Shingle, CA 95682  
jmurray@ssband.org  
(530) 676-8010  
(530) 676-8033 Fax

Miwok  
Maidu

Jackson Band of Mi-Wuk Indians  
Margaret Dalton, Chairperson  
P.O. Box 1090  
Jackson, CA 95642  
d.keeney@jacksoncasino.com  
(209) 223-1935  
(209) 223-5366 - Fax

Me-Wuk - Miwok -

Rose Enos  
15310 Bancroft Road  
Auburn, CA 95603  
(530) 878-2378

Maidu  
Washoe

This list is current only as of the date of this document.

Distribution of this list does not relieve any person of statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.

This list is only applicable for contacting local Native Americans with regard to cultural resources for the proposed California Indian Heritage Center, West Sacramento, Yolo County.

**Native American Contacts**Yolo County  
July 12, 2007**Wilton Rancheria**

Mary Daniels-Tarango, Chairperson  
7916 Farnell Way                      Miwok  
Sacramento, CA 95823  
(916) 427-2909 Home

Leland Daniels  
7531 Maple Leaf Lane                      Miwok  
Sacramento, CA 95828  
(916) 689-7330

**El Dorado County Indian Council**

P.O. Box 564                      Miwok  
El Dorado, CA 95623                      Maidu  
(530) 647-0423

Todd Valley Miwok-Maidu Cultural Foundation  
Christopher Suehead, Cultural Representative  
PO Box 1490                      Miwok  
Foresthill, CA 95631                      Maidu  
tvmmcf@foothill.net  
(530) 367-3893 - Voice / Fax

**United Auburn Indian Community of the Auburn**

Jessica Tavares, Chairperson  
575 Menlo Drive, Suite 2                      Maidu  
Rocklin, CA 95765                      Miwok  
663-3720  
916 663-3727 - Fax

Randy Yonemura  
4305 - 39th Avenue                      Miwok  
Sacramento, CA 95824  
honortraditions@mail.com  
(916) 421-1600

**Ione Band of Miwok Indians**

Matthew Franklin, Chairperson  
PO Box 1190                      Miwok  
Ione, CA 95640  
matt@ionemiwok.org  
(209) 274-6753  
(209) 274-6636 Fax

Mechoopda Indian Tribe of Chico Rancheria  
Paula Cuddeford, Tribal Administrator  
125 Mission Ranch Blvd                      Mechoopda Maidu  
Chico, CA 95926                      Concow  
pcuddeford@mechoopda-nsn.  
(530) 899-8922 ext-209  
Fax: (530) 899-8517

This list is current only as of the date of this document.

Distribution of this list does not relieve any person of statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.

This list is only applicable for contacting local Native Americans with regard to cultural resources for the proposed California Indian Heritage Center, West Sacramento, Yolo County.

**Native American Contacts  
Yolo County  
July 12, 2007**

Buena Vista Rancheria  
Rhonda Morningstar Pope, Chairperson  
PO Box 162283 Me-Wuk / Miwok  
Sacramento , CA 95816  
rhonda@buenavistatribe.com  
916 491-0011  
916 491-0012 - fax

El Dorado Miwok Tribe  
Ernest Faircloth, Cultural Preservation  
PO Box 258 Miwok  
El Dorado , CA 95623  
(530) 626-7572

KonKow Valley Band of Maidu  
Patsy Seek, Chairperson  
1706 Sweem Street KonKow / Concow  
Oroville , CA 95965 Maidu  
(530) 533-1504

Strawberry Valley Rancheria  
Calvine Rose, Chairperson  
PO Box 667 Maidu  
Marysville , CA 95901 Miwok

California Valley Miwok Tribe  
Silvia Burley, Chairperson  
10601 Escondido Place Miwok  
Stockton , CA 95212  
sburley@cvmt.net  
(209) 931-4197  
(209) 931-4333 FAX

Mooretown Rancheria of Maidu Indians  
James Sanders, Tribal Administrator  
#1 Alverda Drive Maidu  
Oroville , CA 95966 KonKow/Concow  
(530) 533-3625  
(530) 533-3680 FAX

El Dorado Miwok Tribe  
Jeri Scambler, Chairperson  
PO Box 1284 Miwok  
El Dorado , CA 95623  
miwoktribe@hotmail.com  
530-363-3257  
916-962-2179

Chicken Ranch Rancheria of Me-Wuk Indians  
Melissa Powell, Cultural Resources Coordinator  
P.O. Box 1159 Miwok/Me-wuk  
Jamestown , CA 95327  
(209) 984-4806  
(209) 984-5606 fax

This list is current only as of the date of this document.

Distribution of this list does not relieve any person of statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.

This list is only applicable for contacting local Native Americans with regard to cultural resources for the proposed California Indian Heritage Center, West Sacramento, Yolo County.

**Native American Contacts**

Yolo County  
July 12, 2007

**Berry Creek Rancheria of Maidu Indians**  
Jim Edwards, Chairperson  
#5 Tyme Way Tyme Maidu  
Oroville , CA 95966  
gmix@berrycreekrancheria.  
(530) 534-3859  
(530) 534-1151 FAX

**Enterprise Rancheria of Maidu Indians**  
Glenda Nelson, Chairperson  
1940 Feather River Blvd., Suite B Maidu  
Oroville , CA 95965  
eranch@cncnet.com  
(530) 532-9214  
(530) 532-1768 FAX

**Shingle Springs Band of Miwok Indians**  
Nicholas Fonseca, Chairperson  
P.O. Box 1340 Miwok  
Shingle , CA 95682 Maidu  
nfonseca@ssband.org  
(530) 676-8010  
(530) 676-8033 Fax

**Calaveras County Mountain Miwok Indian Council**  
Arvada Fisher, Vice Chairperson  
PO BOX 913 Miwok  
West Point , CA 958255  
arvadafisher@hotmail.com  
209-772-1107

**Enterprise Rancheria of Maidu Indians**  
Frank Watson, Vice Chairperson  
1940 Feather River Blvd., Suite B Maidu  
Oroville , CA 95965  
rch@cncnet.com  
(530) 532-9214  
(530) 532-1768 FAX

**Strawberry Valley Rancheria**  
Robert Kerfoot  
PO Box 667 Maidu  
Marysville , CA 95901 Miwok

**Nashville-Ei Dorado Miwok**  
Cosme Valdez, Interim Chief Executive Officer  
PO Box 580986 Miwok  
Elk Grove , CA 95758  
916-429-8047 voice  
916-429-8047 fax

**Ione Band of Miwok Indians**  
Heritage Cultural Committee  
PO Box 1190 Miwok  
Ione , CA 95640  
billie@ionemiwok.org  
(209) 274-6753  
(209) 274-6636 Fax

This list is current only as of the date of this document.

Distribution of this list does not relieve any person of statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.

This list is only applicable for contacting local Native Americans with regard to cultural resources for the proposed California Indian Heritage Center, West Sacramento, Yolo County.

**Native American Contacts  
Yolo County  
July 12, 2007**

United Auburn Indian Community of the Auburn  
Tribal Preservation Committee  
575 Menlo Drive, Suite 2      Maidu  
Rocklin, CA 95765      Miwok  
916 663-3720  
916 663-3727 - Fax

**This list is current only as of the date of this document.**

**Distribution of this list does not relieve any person of statutory responsibility as defined in Section 7050.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and Section 5097.98 of the Public Resources Code.**

**This list is only applicable for contacting local Native Americans with regard to cultural resources for the proposed California Indian Heritage Center, West Sacramento, Yolo County.**



DEPARTMENT OF PARKS AND RECREATION  
Acquisition & Development Division  
Northern Service Center  
One Capitol Mall, Suite 500  
Sacramento, Ca 95814

Ruth G. Coleman, *Director*

July 18, 2007

Addressee  
Street  
City, CA 95531

Attn: xx

**RE: Proposed CA Indian Heritage Center, West Sacramento, Yolo County**

The State of California Department of Parks and Recreation (DPR), in conjunction with the California Indian Heritage Center Task Force, is currently reviewing a 45 acre parcel of land on the west bank of the Sacramento River in West Sacramento, Yolo County, as a potential site for a State Park to contain the new California Indian Heritage Center (see enclosed map). This land is currently owned by the City of West Sacramento Redevelopment Agency.

Searches of records at both the Native American Heritage Commission and the Northwest Information Center revealed no previously known cultural resources or sacred sites within the study area. Archaeological sites to both the north and south of the project area have been recorded as containing human remains, but neither is within one-third mile of the land parcel under study.

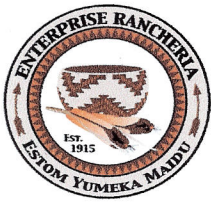
This area and some State Lands along the west shore of the Sacramento River were surveyed for archaeological resources by a four-person DPR crew on June 21, 2007. The surface survey of the parcel yielded no evidence of a prehistoric presence and numerous locations of possible historic to recent activity. The latter consisted of concrete footings or slabs, blacktop pavement, fences, an abandoned swimming pool, and several concentrations of bricks, glass or concrete pieces.

The planning process for this project is continuing. We are interested in whether you have any information or concerns about this property. Please feel free to submit your comments to Rob Wood by phone (916) 653-1490 or e-mail to [rwood@parks.ca.gov](mailto:rwood@parks.ca.gov) or to Warren Wulzen by phone (916) 445-8814 or email at [wwulz@parks.ca.gov](mailto:wwulz@parks.ca.gov). You may also write to either of us and send it by fax to (916) 445-9100 or by mail to the address above.

Thank you,

Warren Wulzen  
Associate State Archaeologist

Rob Wood  
Associate Park & Recreation Specialist



# Enterprise Rancheria

Estom Yumeka Maidu Tribe

1940 Feather River Blvd., Suite B  
Oroville, CA. 95965-5723

Ph: (530) 532-9214  
Fax: (530) 532-1768  
Email: eranch@cncnet.com

---

July 24, 2007

Warren Wulzen  
Associates State Archaeologist  
Rob Wood  
Associate Park & Recreation Specialist

**RE: Proposed CA Indian Heritage Center, West Sacramento, Yolo County**

Enterprise Rancheria EPA Department

We offer tribal monitors to assist on these projects!  
This is a well known tribal homeland and passing area.  
When the four party DPR crew did the survey were there monitors present?  
Our protocol is as follows-

If during surveys or ground disturbing activities, any resources are uncovered all work shall cease within the area of the find, pending an examination of the site and materials by a professional Archaeologist and tribal site monitor.

If any remains are uncovered, the Health and Safety Code 7050-55097.9 shall be enforced and strictly adhered to!

The tribes will work with local authorities on the disposition of cultural resources.  
We will be working with the tribes in that area on this project!

Ben Reynolds  
EPA PLANNER  
SITE MONITOR

RECEIVED

JUL 25 2007

NORTHERN SERVICE  
CENTER

DESIRABLE KNOWLEDGES AND ABILITIES

REQUIREMENTS

EXPERIENCE

PREFERENCE

When developers and public agencies assess the environmental impact of their projects, they must consider "historical resources" as an aspect of the environment in accordance with California Environmental Quality Act (CEQA) Guidelines section 15064.5. These cultural features can include Native American graves and artifacts; traditional cultural landscapes; natural resources used for food, ceremonies or traditional crafts; and places that have special significance because of the spiritual power associated with them. When projects are proposed in areas where Native American cultural features are likely to be affected, one way to avoid damaging them is to have a Native American monitor/consultant present during ground disturbing work. In sensitive areas, it may also be appropriate to have a monitor/consultant on site during construction work.

A knowledgeable, well-trained Native American monitor/consultant can identify an area that has been used as a village site, gathering area, burial site, etc. and estimate how extensive the site might be. A monitor/consultant can prevent damage to a site by being able to communicate well with others involved in the project, which might involve:

1. Requesting excavation work to stop so that new discoveries can be evaluated;
2. Sharing information so that others will understand the cultural importance of the features involved;
3. Ensuring excavation or disturbance of the site is halted and the appropriate State laws are followed when human remains are discovered;
4. Helping to ensure that Native American human remains and any associated grave items are treated with culturally appropriate dignity, as is intended by State law.

By acting as a liaison between Native Americans, archaeologists, developers, contractors and public agencies, a Native American monitor/consultant can ensure that cultural features are treated appropriately from the Native American point of view. This can help others involved in a project to coordinate mitigation measures. These guidelines are intended to provide prospective monitors/consultants, and people who hire monitors/consultants, with an understanding of the scope and extent of knowledge that should be expected.





**Tribal Council**

Matthew Franklin  
Chairman

Johnny "Gil" Jamerson Vice-  
Chairman

Tracy Tripp  
Secretary

Barbara Sanchez  
Treasurer

Ralph "Troy" Hatch  
Member at Large

Pamela Baumgartner  
Tribal Administrator

Billie Blue Elliston  
Heritage Cultural  
Committee Chairperson

Sandy Waters  
Enrollment Committee  
Chairperson

August 7, 2007

State of California  
Resources Agency  
Department of Parks and Recreation  
P.O. Box 942896  
Sacramento, Ca 94296-0001

RECEIVED  
AUG 14 2007  
NORTHERN SERVICE  
CENTER  
NORTHERN SERVICE  
CENTER

Re: Reviewing 45 acre parcel of land on the bank of the  
Sacramento River in West Sacramento, Yolo County  
As a potential site for a State Park to contain the New California  
Indian Heritage Center.

Warren Wulzen  
Associate State Archaeologist

Our Heritage Cultural Committee has reviewed your letter, and our research has determined that the proposed project site mentioned may possibly be within our Tribes Ancestral Territory.

The proposed project could be subject to Section 106 of the National Preservation Act (NHPA), and/or Native American Graves Protection and Repatriation Act (NAGPRA). Please keep the Tribe informed on this current project listed above.

Thank you for notifying the tribe and if you should have further questions, please do not hesitate to contact me at [billie@ionemiwok.org](mailto:billie@ionemiwok.org).

Sincerely,

Billie Blue Elliston  
Heritage Cultural Committee Chair

**14 West Main Street • PO Box 1190 •  
Phone: 209.274.6753 • Fax: 209.274.6636**



# Rumsey Indian Rancheria

YOCHA-DE-HE

*Rumsey Band of  
Wintun Indians*

August 30, 2007

Warren Wulzen & Rob Wood  
Department of Parks and Recreation  
Acquisition & Development Division  
Northern Service Center  
One Capitol Mall, Suite 500  
Sacramento, CA 95814

Re: Proposed California Indian Heritage Center, West Sacramento, Yolo County

Dear Mr. Wulzen and Mr. Wood:

Thank you for your letter dated, July 18, 2007, seeking information regarding historic/sacred sites on the proposed California Indian Heritage Center area, your proposed building site. We appreciate your efforts to contact us, and wish to respond.

Based on the information provided, Rumsey Indian Rancheria of Wintun is not aware of any "historic properties" on this site. However, as the project progresses, if any new information or historic remains are found, we do have a process to protect such important and sacred artifacts.

Upon such a finding, please contact the following individuals:

Mr. Marshall McKay  
Chairman, Rumsey Indian Rancheria of Wintun  
Office: (530)796-3400  
mmckay@rumseywintun-nsn.gov

Mr. Leland Kinter  
Office: (530)796-3400  
Windug21@hotmail.com

And copy all communications to:



# *Rumsey Indian Rancheria*

---


YOCHA-DE-HE

*Rumsey Band of  
Wintun Indians*

Ms. Michelle LaPena  
Attorney  
LaPena Law Corporation  
2001 N Street, Suite 100  
Sacramento, CA 95814

Thank you again for your commitment to preserving our cultural heritage.

Sincerely,



Marshall McKay

Tribal Chairman