**RESOLUTION NO. 1931-26 WWD**

**A RESOLUTION OF THE BOARD OF DIRECTORS OF THE WINDSOR WATER DISTRICT APPROVING THE WATER SUPPLY ASSESSMENT FOR THE AIRPORT VILLAGE HOUSING DEVELOPMENT PROJECT**

**WHEREAS,** the County of Sonoma Planning Department (Permit Sonoma) requested in a letter dated March 11, 2026 that the Town of Windsor prepare a Water Supply Assessment for the proposed Airport Village Housing Development project as proposed by Gallaher Community Housing consistent with Water Code Sections 10910-10914; and

**WHEREAS,** the Airport Village Housing Development Project qualifies as a "project" under the water code triggering the need to prepare a Water Supply assessment due its plan to add more than 500 new residential dwelling units; and

**WHEREAS,** the Windsor Water District has the authority and the responsibility for approving water supply assessments.

**NOW, THEREFORE BE IT RESOLVED** that the Windsor Water District finds and determines that the Water Supply Assessment is adequate and prepared in accordance with the requirements of Water Code Sections 10910-10914 and the analysis in the Water Supply Assessment demonstrates that the Windsor Water District has adequate supply to serve the Airport Village Housing Development project through 2040 under normal and multi-dry water supply scenarios, and a 0% to 2% water supply deficit by 2040; and

**BE IT FURTHER RESOLVED** the Windsor Water District's WSA includes recommended actions to reduce the project water demand in single dry year scenarios; and

**BE IT FURTHER RESOLVED** the Board of Directors of the Windsor Water District hereby approves the Water Supply Assessment Report for the proposed Airport Village Housing Development, prepared by Windsor Water District Staff, dated July 27, 2026, a true copy of which is attached to this Resolution as Exhibit A.

**PASSED, APPROVED AND ADOPTED this 19th day of August 2026, by the following vote:**

| | |
|---|---|
| **AYES:** | **BOARD MEMBERS LEEP, SALMON, WALL, VICE PRESIDENT POTTER AND PRESIDENT REYNOZA** |
| **NOES:** | **NONE** |
| **ABSTAIN:** | **NONE** |
| **ABSENT:** | **NONE** |

**ROSA REYNOZA, PRESIDENT**

**ATTEST:**

**IRENE CAMACHO-WERBY, SECRETARY**

**Attachment:**

- **Exhibit A** – Airport Village Housing Development Water Supply Assessment

Town of Windsor
CALIFORNIA

# WATER SUPPLY ASSESSMENT

Airport Village

JULY 20, 2026

TOWN OF WINDSOR PUBLIC WORKS DEPARTMENT

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# 1. INTRODUCTION

This Water Supply Assessment addresses a proposed development known as the Airport Village Housing Development Project ("the Project"), which is a low-income, Builder's Remedy development. The Airport Village Housing Development Project is referred to in this document as "The Project."

Water Supply Assessments are required by California Senate Bills (SB) 610 (Water Code Sections 10910–10915) and SB 221 (Government Code Section 66473.7, Water Code Sections 10632 and 10912) for development projects which meet certain criteria. The Project is subject to the requirements for development of a Water Supply Assessment (WSA) because the Project is for the development of more than 500 residential dwelling units. The Project was not accounted for in the Windsor Water District *2020 Urban Water Management Plan* (2020 UWMP).

# 2. PROJECT DESCRIPTION

The Project is located within the Windsor Water District's Airport Service Area and consists of approximately 41 acres bounded by Airport Boulevard to the south, Brickway Boulevard to the east, Aviation Boulevard to the north, and existing development on Skylane Boulevard to the west. The project site includes Assessor Parcel Numbers 059-271-073, 059-271-090, 059-340-031, 059-340-032, 059-430-005, 059-430-006, 059-430-008, and 059-430-009.

The Project proposal is for construction of a mixed-use development consisting of rental apartment units, associated landscaping and recreational spaces, and commercial space. Specifically, the Project consists of a total of 1,464 rental dwelling units, including 1,019 one-bedroom units, 265 two-bedroom units, and 180 three-bedroom units; 10,561 square feet of recreation and leasing office space; 10,000 square feet of commercial space; maintenance facilities; parking; a swimming pool; and approximately 422,000 square feet of landscaped area.

# 3. BACKGROUND

Although the Project is located within the Windsor Water District Airport Service Area, the Project is a standalone residential and mixed-use development proposal. The project has been submitted pursuant to the State Housing Accountability Act and Builder's Remedy provisions and therefore represents an independent development proposal requiring separate environmental review and water supply evaluation.

Windsor Water District (WWD) provides potable water service throughout the Town of Windsor and to several areas beyond Town boundaries through executed outside water service agreements. These outside service areas include the Shiloh/Mayacamas area, the Airport Service Area, and a small number of other customers located outside Town limits including the parcels known as the Outside 8.

Historically, the Windsor Water District's water supply portfolio has consisted of two distinct Sonoma Water supply allocations derived from the Russian River system. The first allocation

provides approximately 4,725 acre-feet per year (AFY) to serve customers located within the Town of Windsor limits, Shiloh, and Mayacama Service Area. The second allocation provides approximately 900 AFY delivered through the Santa Rosa Aqueduct to serve customers located outside Town limits and has historically been used to serve the Airport Service Area, the Outside 8 service area, and other customers located south of Shiloh Road. These outside service areas are supplied through agreements between the Windsor Water District and Sonoma County Water Agency and have historically been accounted for separately from water supplies dedicated to customers within Town limits.

On March 11, 2026, Permit Sonoma submitted a request pursuant to Senate Bill 610 (Water Code Sections 10910–10915) for Windsor Water District to prepare a WSA for the proposed Airport Village Project. The request was accompanied by a draft WSA prepared by the applicant's consultant, EKI Environment & Water, Inc. (EKI). WWD staff subsequently conducted a water supply analysis for the Project internally. That analysis is completed and presented in this WSA.

## 3.1 PROJECTED DEMAND FOR THE PROJECT

The draft WSA completed by EKI used several sources to develop a projected water demand for the Project including the City of Santa Rosa Water Master Plan Update of 2014, Federal Energy Star water demand factors, and others as listed in Table 1 below.

Using these various water use factors, EKI calculated that at buildout, the Project will have a total water demand of 274.2 acre-feet per year (AFY). This includes all indoor and outdoor projected water uses, as presented in Table 1 below. Of the 274.2 AFY projected water demand, 238 AFY, or 87%, of the projected water demand will come from indoor residential water use. EKI's calculations project indoor residential water use for the Project at 145 gallons per dwelling per day.

EKI's demand projections for the Project include an assumed 4.8% annual water system distribution loss, which is based on the annual reported water distribution system loss for the Windsor Water District as reported to DWR for 2024. New systems would not be expected to leak, however leaks do occur over time as systems age.

These calculations assume that all of the water use for the Project, including indoor use and landscape irrigation will be supplied by potable water. There is currently no recycled water available to the Project site and there is currently no groundwater well permitted for the site.

It is worth noting that in the original application for a water permit submitted by Gallaher Community Housing, Inc. on May 31, 2024, it was stated that a groundwater well would be installed for irrigation of the site landscaping. However, in the Water Supply Assessment completed by EKI Environment and Water in November of 2025 and sent to the WWD by Permit Sonoma dated March 11, 2026, it was stated that water for irrigation of landscape would be potable water supplied by WWD water.

**Table 1: EKI Water Demand Projections for the Project**

| Development Sector | Acre-feet per year | Source |
|---|---|---|
| **Indoor residential** | 238 | Santa Rosa Master Plan, 2014 |
| **Food Service** | 0.27 | Energy Star Data Factor |
| **Commercial space, 10,000 sq. ft.** | 0.39 | Santa Rosa Master Plan, 2014 |
| **Office space, 10,561 sq. ft.** | 0.34 | Santa Rosa Master Plan, 2014 |
| **Utilities Services** | 0.06 | Santa Rosa Master Plan, 2014 |
| **Pool lanai (fitness building)** | 0.55 | Energy Star Data Factor |
| **Garage cleaning** | .095 | City of Los Angeles Bureau of Engineering |
| **Outdoor Amenities** | 0.17 | Energy Star Data Factor |
| **Landscape Irrigation and Pool/ water features** | 19.5 | State Water Efficient Landscape Ordinance (WELO) calculations for Maximum Applied Water Allowance (MAWA) |
| **System Water Losses (over time)** | 13 | Calculated based on Town water loss report (4.8%) |
| **(Subtotal) Total Project Calculated Water Demand (EKI)** | 272.3 | |
| **Landscape efficiency contingency** | 1.9 | |
| **Total Project Water Demand with contingency for landscape** | **274.2** | |

## 3.2 LANDSCAPE IRRIGATION CONTINGENCY

The Windsor Water District agrees that the projected water use is reasonable for a newly constructed, highly efficient residential and mixed-use commercial development of the type represented by the Project. WELO water budgets assume a high level of accuracy in installation of the landscape and irrigation system and a high level of skill in the ongoing maintenance of the landscape and irrigation system. "Real world" water use in landscapes, including in WELO-compliant designs, tends to be higher than the WELO water budget. It is typical for landscape irrigation systems to become less efficient over time as components wear out, as landscape staff alter controller scheduling, and other factors.

The Windsor Water District has determined that there should be 10% contingency water use added to the landscape budget. The landscape irrigation budget is 19 AFY, therefore a 10%

contingency would add 1.9 AFY to the total water demand projected for the Project, making the Total Project estimated demand 274.2 AFY.

### 3.3 PROJECT BUILDOUT

WWD's understanding is that the Project construction will be completed and the property fully occupied by the year 2030, and therefore by 2030 the Project will be consuming 274.2 AFY.

## 4. WATER SUPPLY

### 4.1 RUSSIAN RIVER WELL FIELD

Historically, the Windsor Water District's water supply portfolio has consisted of two distinct Sonoma Water supply allocations derived from the Russian River system. The first allocation provides 4,725 acre-feet per year (AFY) to serve customers located within the Town of Windsor limits, Shiloh, and Mayacama Service Area.

This allocation of 4,725 AFY occurs in years when there are no water shortages.

### 4.2 SANTA ROSA AQUEDUCT

The second allocation provides approximately 900 AFY delivered through the Santa Rosa Aqueduct to serve customers located outside Town limits and has historically been used to serve the Airport Service Area, the Outside 8 service area, and other customers located south of Shiloh Road. These outside service areas are supplied through agreements between the Windsor Water District and Sonoma County and have historically been accounted for separately from water supplies dedicated to customers within Town limits.

This allocation of 900 AFY occurs in years when there are not water shortages.

For additional details on the District's supply and delivery systems, please refer to the Town of Windsor / Windsor Water District *2020 Urban Water Management Plan*.

### 4.3 EXISTING WATER SUPPLY ENTITLEMENTS, RIGHTS, CONTRACTS AND AGREEMENTS

The Delivery entitlements for the Windsor Water District are delineated in the *Restructured Agreement for Water Supply*, dated 2006. This agreement outlines the delivery entitlements, as hydrological conditions allow, from the Russian River system. This agreement applies to the water diverted from both the Town's Russian River Well Fields, as operated by the Windsor Water District, and from the Santa Rosa Aqueduct.

The agreement titled "*Agreement for the Sale of Water Between the Sonoma County Water Agency and the Windsor Water District*," dated 1991, updated in 2014 describes the Windsor Water District's obligations and rights pertaining to the water supply created by the construction of the Coyote and Warm Springs Dam projects. The agreement concludes that the

yield from these dam projects is "sufficient to supply the District with water according to the terms set forth" in that agreement.

# 5. WATER SUPPLY SUFFICIENCY METHODOLOGY

In order to determine whether there is adequate water supply available to serve the Project, Town staff calculated baseline existing water demand for the outside water service area subject to the 900 AFY supply allocation and added to that existing demand the reasonably foreseeable future demand of projects in the planning or development pipeline for the area. Staff then subtracted that demand from the 900 AFY to determine whether there was 274.2 AFY available. These calculations are explained in detail below.

## 5.1 EXISTING BASELINE DEMAND (BILLING RECORDS)

Windsor Water District Utility billing records were used to obtain actual water consumption by water customers in the outside area subject to the 900 AFY supply. The highest two years of consumption between 2020 and 2025 were averaged for a baseline of 373.1 acre-feet of annual water demand for existing water customers. Staff selected this approach because it reflects actual system demand while minimizing the influence of unusually wet years or temporary reductions in water use due to mandatory water use reductions.

## 5.2 REASONABLY FORESEEABLE FUTURE DEMANDS (PIPELINE PROJECTS)

Staff compiled projects not yet constructed, but either having received executed water service agreements that reserve future water supply capacity, and added to that list, development projects that are sufficiently advanced in the planning or entitlement process to reasonably anticipate future connection to the District' potable water system. Potable water demand associated with projects that have received formal approvals, executed service agreements, or other commitments by the District that reserve future water supply capacity. Windsor Water District staff compiled the projected water demand for projects likely to be placed on the Windsor Water District's potable water supply system within the outside service area. These include projects in the planning stages of development; developed properties currently supplied by groundwater wells that are failing; and projects far enough in the development process to have received a "will serve" letter, indicating they will be placed on the WWD's potable system. These projects in the development pipeline total a projected 107.83 AFY.

## 5.3 AVAILABILITY OF SUPPLY FOR THE PROJECT

The existing baseline is 373.1 AFY. The reasonably foreseeable future demand based on projects in the development pipeline is 107.83 AFY. The estimated water demand for the Project is 274.2 AFY. Those three demands total 755.13 AFY. Subtracting 755 AFY from the available 900 AFY leaves 144.87 AFY remaining in the entitlement for the outside area.

**Table 2: Methodology Calculations**

| Airport Area Usage (2 Highest Years/6-Year Rolling Average): | | |
|---|---|---|
| 2020 | 120,569,595 | GPY |
| 2024 | 102,223,568 | GPY |
| Total | 222,793,163 | GPY |
| Average | 111396581.5 | GPY |
| Conversion | 341.9 | AFY |

GPY= Gallons Per Year
AFY= Acre Feet Per Year

| Outside 8 Usage (same methodology as above): | | |
|---|---|---|
| 2020 | 10,675,814 | GPY |
| 2021 | 9,685,519 | GPY |
| Total | 20,361,333 | GPY |
| Average | 10180667 | GPY |
| Conversion | 31.2 | AFY |

| Combined Existing Demand: | |
|---|---|
| 373.1 | AFY |

**Airport Village Buildout Demand**

| | | |
|---|---|---|
| Proposed Airport Village Buildout Demand | 274.2 | AFY |

**Reasonably Foreseeable Future Demand**

| | | |
|---|---|---|
| Hyatt Place Hotel | 19 | AFY |
| Stonegate Mobile Home Park | 14 | AFY |
| Mobile Home Estates | 38 | AFY |
| Farrow Ready Mix | 1 | AFY |
| Korbel | 8 | AFY |
| Potato Processing Facility | 22 | AFY |
| Our Dirt (business) | 1 | AFY |
| 3550 and 3580 N. Laughlin Road Warehouses | 3.8 | AFY |
| Frito Lay Warehouse | 1 | AFY |
| Sonoma County Airport Landscape Area | 0.03 | AFY |
| Total: | 107.83 | |

| | | |
|---|---|---|
| Total Projected Demand: | 755.1 | AFY |
| Santa Rosa Aqueduct Contract AF: | 900 | AFY |
| **Available Supply:** | **144.9** | AFY |

# 6. SUPPLY VS. DEMAND

The requirements in SB610 for development of a WSA include evaluating the availability of water for the Project in normal water supply years, single-dry drought scenarios, and multiple-dry year drought scenarios. This WSA is based on the approved 2020 UWMP, the most recent UWMP completed and approved for the Windsor Water District, and therefore the supply constraints described in the 2020 UWMP for drought scenarios are applied to this WSA.

## 6.1 NORMAL WATER SUPPLY YEAR

As described above, when adding the projected water demand for the Project to existing water consumption in the Outside Service area, and to the projected water demand for reasonably

foreseeable future demand, the total future water demand subject to the 900 AFY allocation is 755.13 AFY. In a normal water supply condition, there is a remainder of 144.87 AFY for the Outside Service Area. In other words, there is adequate supply for the Project in normal water supply years.

## 6.2 SINGLE-DRY YEAR CONDITIONS

As described in the 2020 UWMP, Sonoma Water's modeling indicated that the historical year best indicating a "single-dry year scenario" was 1977.

**Table 3: Single-Dry Year Supply Conditions**

| | 2030 | 2035 | 2040 |
|---|---|---|---|
| Supply Available normal year (AFY) | 900 | 900 | 900 |
| Single dry year Reduction | 15.9% | 16.7% | 17.6% |
| Supply available (AFY) | 756.9 | 749.7 | 741.6 |
| Water Shortage compared to 755.13 AFY water demand | 1.77<br>No shortage | (5.43) | (13.55) |
| Percent water supply shortage | 0 | (0.6%) | (1.5%) |

## 6.3 MULTIPLE DRY YEAR

As described in the 2020 UWMP, Sonoma Water's modeling indicated that the historical timeframe best reflecting a "multiple dry year scenario" is 1987 through 1991. Sonoma Water's water supply reliability modeling concluded that, if those conditions were to again occur, there would be no expected reduction in the supply available to the Windsor Water District as compared to a normal precipitation year.

In the 2020 UWMP, there were minor shortages predicted for the multiple dry year scenarios by the year 2040. However, this was based on a projected reduction of supply available from off-river wells, which are planned to be put into the supply system for in-town supply by 2030. This current WSA addresses the water supply and demand for Outside Service area only.

## 7. MEASURES TO ADDRESS POTENTIAL WATER SUPPLY SHORTAGES

Based on the analysis as presented in this WSA, there may be a water shortage of up to 1.5% during single dry year hydrological conditions. To address this shortage, WWD will explore the following strategies :

1. WWD may order users to reduce or eliminate landscape irrigation during that water shortage condition timeframe. There is no cost to this strategy.
2. WWD may explore extending the recycled water distribution system to the Airport Village project via the Airport Northwest Recycled Water Main Trunk Connection. The cost is estimated to be ~$1,000,000 – 2,000,000. There is no identified funding source.
3. The applicant could install a groundwater well to use for project landscape irrigation only. Any potential well would have to be installed with proper permitting with the County of Sonoma. A relatively shallow well, not to be used for potable use, with a pump would cost approximately $25,000 to $60,000 for installation. There would be an annual fee of $46/ acre-foot to the Groundwater Sustainability Agency as well. There is no identified funding source.

## 9. CONCLUSION

Based on the methodology described in this WSA and the water supplies currently available to the District, WWD concludes that adequate water supplies are available to serve the Airport Village Project under normal water supply conditions and under the planning assumptions described.

## 10. REFERENCES


EKI Environment & Water (2025). *Water Supply Assessment for the Airport Village Project.*

Sonoma County Water Agency, Town of Windsor *(2014). Agreement for the Sale of Water Between the Sonoma County Water Agency and the Windsor Water District*.

Sonoma County Water Agency, Town of Windsor, et. al., (2006). *Restructured Agreement for Water Supply*.

Woodard & Curran (2021). *2020 Urban Water Management Plan*, Town of Windsor & Windsor Water District.