

TOWN OF WINDSOR AGENDA REPORT

Joint Windsor Town Council, Windsor Redevelopment Successor Agency and Windsor Water District Meeting Date: April 1, 2026

To: Windsor Water District Board of Directors
From: Garrett Broughton, Senior Civil Engineer
Subject: Mobile Home Estates Water Service Connection

Recommendation to Council:

Authorize the Windsor Water District General Manager to sign a letter of intent to pursue an agreement between the Windsor Water District and the California State Water Resources Control Board to provide water service to Mobile Home Estates under the Safe and Affordable Drinking Water Fund.

Strategic Plan Element:

The recommended action supports the goals of Infrastructure and Livability. Goal Statement: Through a lens of sustainability and innovation, invest in the Town's infrastructure and public facilities to meet the needs of future generations. Goal Statement: Preserve community character by maximizing the use of existing amenities and creating future opportunities that enhance quality of life for all.

Background:

Mobile Home Estates (MHE) is located south of the Town's boundary at 5761 Old Redwood Highway. MHE owns and operates an independent small public drinking water system which is sourced by a single well, installed in 1962, and a hydropneumatic tank. The water system operates under domestic water supply permit 02-18-11P-4900720, issued by the State Water Board on October 28, 2011.

The MHE water system has approximately 150 connections with 144 residential mobile home units, an RV site, a clubhouse, and a swimming pool. The on-site pipe network is comprised of pipes ranging between 1 and 4-inch in diameter which run mainly through backyards and between and among the units.

The State Water Board Division of Drinking Water has notified MHE of various system deficiencies; mainly that there is not adequate storage capacity for emergency conditions and there is no backup water source. There are also noted water quality issues, mainly the presence of manganese at concentrations above the maximum contamination level (MCL) and the presence of nitrate at or above the public notification level for drinking water. In addition, according to the current water system owner, the aged system is compromised by manganese buildup throughout the pipe network which significantly restricts flow.

In August of 2024, Public Works Staff was approached by a team comprised of MHE management and a State Water Board-appointed engineer to engage in a study to determine the feasibility of bringing MHE into the Town's water supply system under the Safe and Affordable Drinking Water Fund.

Discussion:

Under the Safe and Affordable Drinking Water Fund, MHE may be eligible to receive funding from the State Water Board to construct a connection to the Town's water system. The funding would include

costs of engineering design, construction, construction engineering/inspection, and impact fees.

To enable funding to continue for the feasibility study, design, and construction, the Windsor Water District must a) provide a letter of intent showing that it is agreeable to the connection, and b) agree to manage the project should a final funding agreement between the State and the Windsor Water District be reached. Under the program, the WWD would pay for the engineering and construction elements of the MHE connection and the State would reimburse the WWD for these costs and pay connection fees.

MHE could be connected to the WWD with a single master meter for the mobile home park. However, MHE, the State Water Board, and WWD staff agree that the most sustainable and long-term alternative would be to provide individually metered connections to each of the mobile home park units. This would enable State funding to be used to replace the aged on-site water network with new mains within the mobile home park. While the MHE water system is not known to have excessive water loss from leaks, staff has concerns about a connection to the aged system which could lead to excessive water loss in the future, with potential for leaks in locations that are difficult access and could be costly to repair. In addition, individual metering would help water conservation efforts by allowing residents to monitor their own water demand and enable staff to determine and isolate leaks. Under this approach individual mobile homes would become direct customers of the WWD.

The anticipated total capacity/connection fee for the 144 small single family residential meters (and six 1-inch non-residential meters) is currently \$531,210. The annual water demand is estimated at 37.8 AFY. Although water supply shortages have been projected during future dry year scenarios, in normal water years, there is sufficient water supply available to meet this demand under current conditions. The projected dry year scenario shortages are an indicator that water demand is approaching available supply. To help offset the new water demand of MHE, the State has indicated a willingness to fund a proportional cost to increase Windsor's water supply in addition to the capacity/connection fee. This amount will need to be negotiated if the project proceeds.

To further pursue this project, the State needs assurance from the WWD Board, in the form of a letter of intent, that the WWD is amenable to proceeding with the proposed plan. The letter of intent (Attachment 1), to be signed by the WWD General Manager, would provide the State enough clarity to continue the process of negotiating an agreement between the WWD and the State. A draft letter of intent is attached. Any agreement would be presented to the WWD Board in a future meeting for consideration. The letter of intent does not obligate WWD financially or to provide service to MHE.

Fiscal Impact:

The total fiscal impact of the proposed amendment will be minor costs to the Water Capital Enterprise Funds in terms of staff time. The engineering, construction, and construction engineering costs of a potential future project would be spent by the Water Capital Fund, as they occur, but would ultimately be paid for by the State Water Board.

Environmental Review:

This project is exempt from the California Environmental Quality Act (CEQA) in accordance with section 15302 because the project involves replacement or reconstruction of existing utility systems and/or facilities involving negligible or no expansion of capacity.

Attachment(s):

1. [Site Location Map](#)
2. [Draft LOI Mobile Home Estates](#)
- 14.4 [PowerPoint \(Distributed 2026.03.31\)](#)

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