

City of San José

San José/Santa Clara Water Pollution
Control Plant Master Plan

**TASK NO. 3
PROJECT MEMORANDUM NO. 6
HISTORICAL AND PROJECTED SERVICE
AREA/POPULATION**

FINAL DRAFT
August 2008



in association with



CITY OF SAN JOSÉ

**SAN JOSÉ/SANTA CLARA WATER POLLUTION
CONTROL PLANT MASTER PLAN**

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TABLE OF CONTENTS

	<u>Page No.</u>
1.0 INTRODUCTION.....	6-1
2.0 POPULATION DATA SOURCES.....	6-1
3.0 OVERALL APPROACH.....	6-1
4.0 WATER POLLUTION CONTROL PLANT SERVICE AREA.....	6-2
4.1 Determination of Service Area Boundary.....	6-2
5.0 EVALUATION OF POPULATION DATA.....	6-4
5.1 California State Department of Finance.....	6-4
5.2 The Center for Continuing Study of the California Economy.....	6-4
5.3 Association of Bay Area Governments.....	6-5
5.4 Evaluation of Past Project Accuracy.....	6-5
5.5 Determination of Adjustment Factors.....	6-7
6.0 SERVICE AREA POPULATIONS PROJECTIONS	6-7
6.1 ABAG Population Projection.....	6-7
6.2 DOF Population Projection	6-9
6.3 Service Area Population Projection Summary.....	6-10
7.0 ANALYSIS OF COMMUTER IMPACT	6-13
7.1 Economic Trends	6-13
7.2 Commuter Impact.....	6-13
8.0 SUMMARY	6-16

REFERENCES

LIST OF TABLES

Table 1	Historical Population Served by the WPCP Service Area	6-4
Table 2	History of ABAG Population Projections for the WPCP Service Area ^(1, 4)	6-6
Table 3	ABAG Projected Population Served by the WPCP.....	6-9
Table 4	DOF Population Projections Calculation for the WPCP Service Area	6-10
Table 5	Comparison of ABAG and DOF Population Projections for the WPCP Service Area ^(1,2)	6-11
Table 6	ABAG Projections for the Number of Jobs vs. Residents WPCP Service Area.....	6-14
Table 7	WPCP Service Area Population Projection Summary for the Year 2040.....	6-16

LIST OF FIGURES

Figure 1	San José/Santa Clara Water Pollution Control Plant Service Area Map	6-3
Figure 2	Historical ABAG Population Projections for the WPCP Service Area	6-8
Figure 3	Comparison of ABAG and DOF Population Projections for the WPCP Service Area	6-12
Figure 4	ABAG Projections for the Number of Jobs vs. Residents in the WPCP Service Area.....	6-15

HISTORICAL AND PROJECTED SERVICE AREA/POPULATION

1.0 INTRODUCTION

The purpose of this Project Memorandum (PM) is to project the population for the service area for the San José/Santa Clara Water Pollution Control Plant (WPCP). Population projections serve as the basis for projecting future wastewater flows and loads to the WPCP. Commercial and industrial development and projected flows and loads are developed in PM 3.8.

This PM describes historical, current, and future population figures for the WPCP service area from 1990 through the year 2040. Population projections for the WPCP service area are made for the years 2010, 2015, 2020, 2025, 2030, 2035 and 2040, which covers the thirty-year planning period addressed in this PM.

2.0 POPULATION DATA SOURCES

Estimates of historical population and population projections were obtained from the following sources:

- California State Department of Finance (DOF).
- Association of Bay Area Governments (ABAG).
- Center for Continuing Study of the California Economy (CCSCE).

The level of information available from each source varies, as does the year of the most current update.

3.0 OVERALL APPROACH

The overall approach for projecting the future population served by the WPCP included the following steps:

1. Evaluate data and select the most appropriate source to use:
 - a. Past population projections were evaluated, compared against one another, and compared against actual population growth. The usefulness of the projections for the purpose of this study was evaluated, and the most appropriate source was chosen.
2. Develop adjustment factors for population projections:
 - a. Based upon past projection accuracy, adjustment factors were developed to be applied, as necessary, to the population projections of the chosen data source.

3. Develop service area population projections:
 - a. Population projections for the service area were developed by establishing service area boundaries, and totaling the projected populations for areas within these boundaries. The adjustment factors are then applied to these totals to give modified population projections, as necessary. Service area population trends were also analyzed and more than one projection was developed based on trends if available information was not consistent with observed service area patterns.
4. Evaluate the impact of commuters to the daytime population:
 - a. Data sources are examined to determine the impact of commuters on the population actually within the service area during the day.

4.0 WATER POLLUTION CONTROL PLANT SERVICE AREA

The WPCP currently serves the Cities of San José, Santa Clara, Milpitas, and Cupertino. In addition, the WPCP treats flows from the Cupertino Sanitary District, County Sanitation Districts 2 and 3, Sunol Sanitary District, Burbank Sanitary District, and West Valley Sanitation District, which serves the Cities of Campbell, Los Gatos, Monte Sereno, Saratoga and some unincorporated areas with the WPCP service area.

4.1 Determination of Service Area Boundary

The current service area boundary is presented in Figure 1. The California Local Agency Formation Commission (LAFCO) expects some annexations to the service area through the planning horizon. The Santa Clara County (County) annexation program plans to annex unincorporated pockets of land over 150 acres by the year 2040 and estimated to add 25,000 people; however these annexations are not expected to significantly increase service area population in the planning horizon. These unincorporated areas within the WPCP service area are already currently served directly by County Sanitation Districts 2 and 3, West Valley Sanitation District, Burbank Sanitary District, or the Sunol Sanitary District.

There are several regional wastewater treatment facilities located in the County. Historically, the WPCP has served approximately 75 percent of the County. In the next 30 years, this percentage is expected to increase marginally to possibly 77.7 percent to 80.4 percent. Table 1 summarizes the historical service area growth rate and the County growth rate. As seen from the table, the WPCP service area population has historically grown at about 5 to 6 percent per 5-year increment.

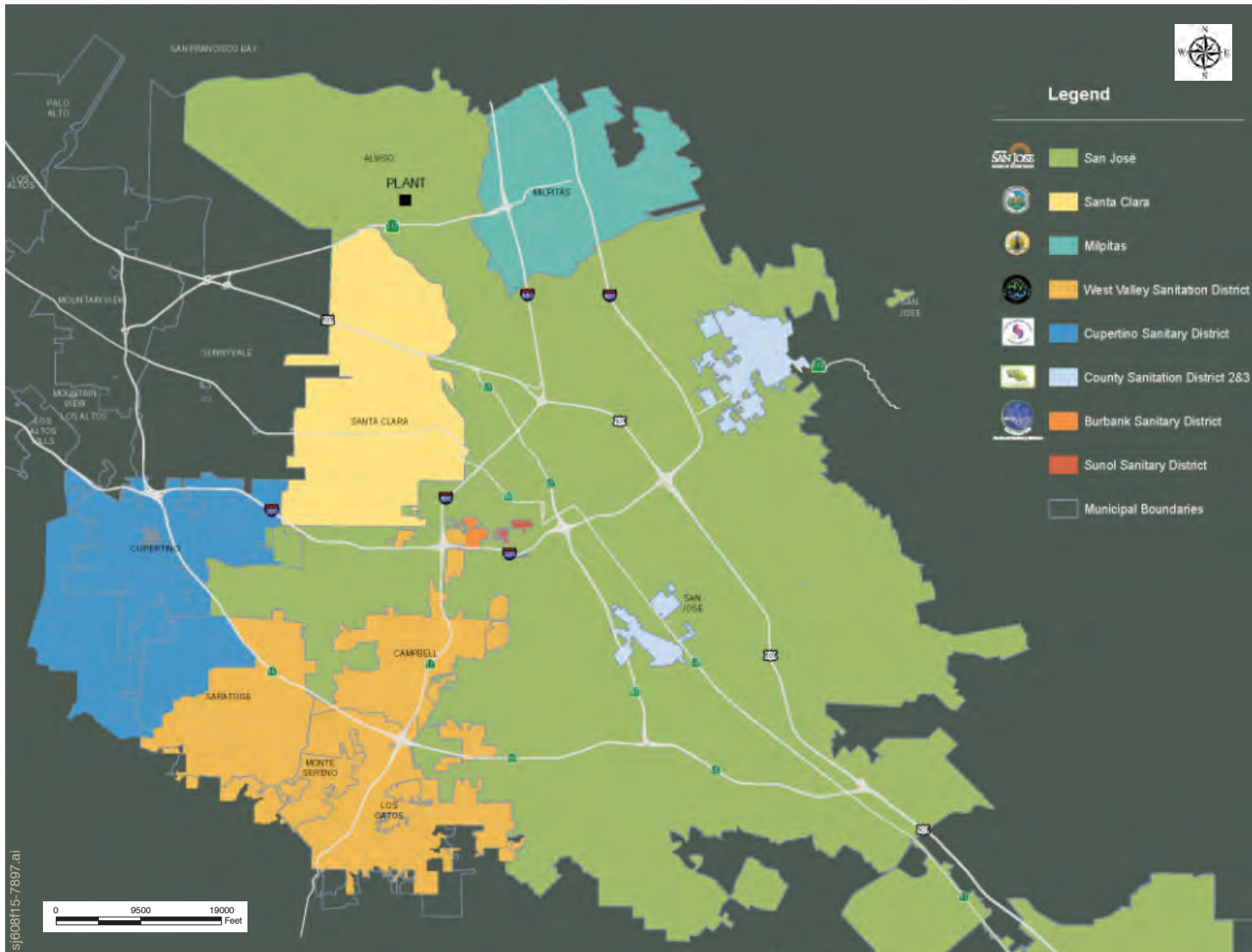


Figure 1
JURISDICTIONAL BOUNDARIES AND TRIBUTARY AGENCIES
SAN JOSÉ/SANTA CLARA WPCP MASTER PLAN
CITY OF SAN JOSÉ

Table 1 Historical Population Served by the WPCP Service Area San José/Santa Clara Water Pollution Control Plant Master Plan City of San José				
Year	Population Served⁽¹⁾	5-Year Historical Growth Rate	Total Santa Clara County Population⁽²⁾	Percent of County Population Served
1990	1,116,824	---	1,497,577	74.6%
1995	1,205,800	8.0%	1,611,200	74.8%
2000	1,270,500	5.4%	1,719,500	73.9%
2005	1,328,200	4.5%	1,790,050	74.2%

Notes:
(1) Residential population served obtained from information in the 2007 Plant Summary Report. The daytime/commuter population is not included in the above figures.
(2) Santa Clara County population based on historical ABAG values.

5.0 EVALUATION OF POPULATION DATA

Growth projections for the service area were provided by the City of San José (City). Projection sources include DOF, CCSCE, and ABAG. This section describes the population projection data sources used for this PM, the basis of the projections made by each source, and the type of data available from each source.

5.1 California State Department of Finance

The California State Department of Finance (DOF) uses census population figures to estimate actual historical populations for cities and counties in California, as well as project future population in five-year increments. After a census, DOF estimates population using data from births, school enrollment, auto registration, voter registration, driver's licenses, and MediCare statistics. When new census data is published, population estimates between that census and the previous one are revised. However, estimates of those undercounted, especially undocumented immigrants, vary. To project future populations for cities and counties, the DOF uses a demographic model, which extrapolates past fertility/mortality and migration trends to project future growth. The DOF projections used in this analysis were prepared in 2007.

Historical DOF census information was used as actual historical populations in this PM.

5.2 The Center for Continuing Study of the California Economy

The Center for Continuing Study of the California Economy (CCSCE) is a private research group located in Palo Alto, California. It has been in existence for over thirty years, providing demographic analyses and projections for California.

The CCSCE uses DOF population estimates of actual populations for recent years and census data to project population growth. The CCSCE population projection model differs from that used by the DOF in that economic factors such as taxable sales and job growth are taken into consideration as well as different fertility rates by ethnic group and by region. The CCSCE population data is only by County level and not for smaller population centers. The CCSCE projections for the County are only available until the year 2016. Therefore, although the available CCSCE data was reviewed, the data was not used in the projections for the San José/Santa Clara Water Pollution Control Plant Master Plan (Master Plan) population projections.

5.3 Association of Bay Area Governments

The Association of Bay Area Governments (ABAG) is the official comprehensive planning agency for the San Francisco Bay region. ABAG publishes biennial projections at the county and city level and provides long-term forecasts through a series of computer models. The models use demographic and economic condition assumptions including fertility, births, deaths, migration, household size, and labor force participation rates. Economic assumptions include exports, gross domestic product (GDP) growth, energy prices, productivity, and interest rates. These assumptions are generally based on data from the U.S. Census, the Congressional Budget Office, and the DOF.

ABAG population projections since the year 2000 include both subregional study area projections and jurisdictional boundary projections. The “subregional” areas approximate populations for cities and unincorporated communities, illustrated geographically on each County’s subregional study area map. Subregional areas generally correspond to LAFCO SOI. The SOI represents the “probable ultimate physical boundaries and service area of a local agency.” The jurisdictional boundary population projections consider populations for current city limits and does not account for anticipated annexation of neighboring areas. Subregional study area populations have been used for projections since the WPCP service area will likely service these populations.

5.4 Evaluation of Past Project Accuracy

ABAG population projections have been the standard for estimate of service area population for the WPCP. Prior to relying on these projections, it is necessary to compare past projections to actual populations to determine the historical accuracy of ABAG projections. Comparison of past population projects and actual historical populations are presented in Table 2.

Table 2 History of ABAG Population Projections for the WPCP Service Area^(1, 4) San José/Santa Clara Water Pollution Control Plant Master Plan City of San José					
Year Projection Made	Agency	1990⁽⁵⁾	1995⁽⁵⁾	2000⁽⁵⁾	2005
1996 ⁽²⁾	ABAG - Subregional	N/A	1,205,800	1,289,150	1,341,550
1998 ⁽²⁾	ABAG - Subregional	1,116,824	1,196,600	1,305,500	1,358,900
2000	ABAG - Subregional	1,116,823	1,198,300	1,316,000	1,386,300
	ABAG - Jurisdictional	1,061,287	1,142,200	1,259,200	1,323,400
2002	ABAG - Subregional	1,116,823	N/A	1,265,982	1,347,900
	ABAG - Jurisdictional	1,061,287	N/A	1,210,604	1,292,200
2005	ABAG - Subregional	N/A	N/A	1,265,982	1,321,300
	ABAG - Jurisdictional	N/A	N/A	1,210,604	1,264,800
Actual Population ⁽³⁾		1,061,287	1,118,838	1,210,854	1,271,656
Percent Increase in Actual Population		---	5.4%	8.2%	5.0%
Notes:					
(1) Population projections presented include the populations for the Cities of Campbell, Cupertino, Los Gatos, Milpitas, Monte Sereno, San José, Santa Clara, and Saratoga.					
(2) ABAG projections for 1996 and 1998 projections are only available from subregional boundary projections.					
(3) Actual population from DOF records. Actual populations are available for jurisdictional boundaries only. These populations do not exactly match the WPCP records since the WPCP includes some areas outside of the jurisdictional boundaries.					
(4) Population does not include commuter population served by the WPCP.					
(5) ABAG projections for 1990, 1995, and 2000 made in 1996, 1998, 2000, 2002 and 2005 may not match actual populations if these were not changed to reflect actual populations.					
(6) N/A - Data Not Available.					

The subregional ABAG population projections from 1998 to 2005 were compared to the historical DOF populations. Since DOF projections are made for jurisdictional boundaries only, the jurisdictional ABAG projections were also compared. This data is only available from the year 2000 onward. Figure 2 graphically presents historical ABAG population projections compared to census based DOF (actual) populations.

5.5 Determination of Adjustment Factors

The intent of adjustment factors is to take into account historical trends in population projections and adjust future projections to increase projection accuracy. Comparison of historical versus recorded populations show that ABAG projections have not grossly underestimated or overestimated service area population. In general, ABAG projections have been approximately 5 percent higher than DOF recorded populations. Therefore, development and application of adjustment factors for service area population was determined to be unnecessary.

6.0 SERVICE AREA POPULATIONS PROJECTIONS

The 2007 population for the WPCP service area was estimated using the 2007 ABAG projections and the Santa Clara County DOF projections based on 2000 Census data.

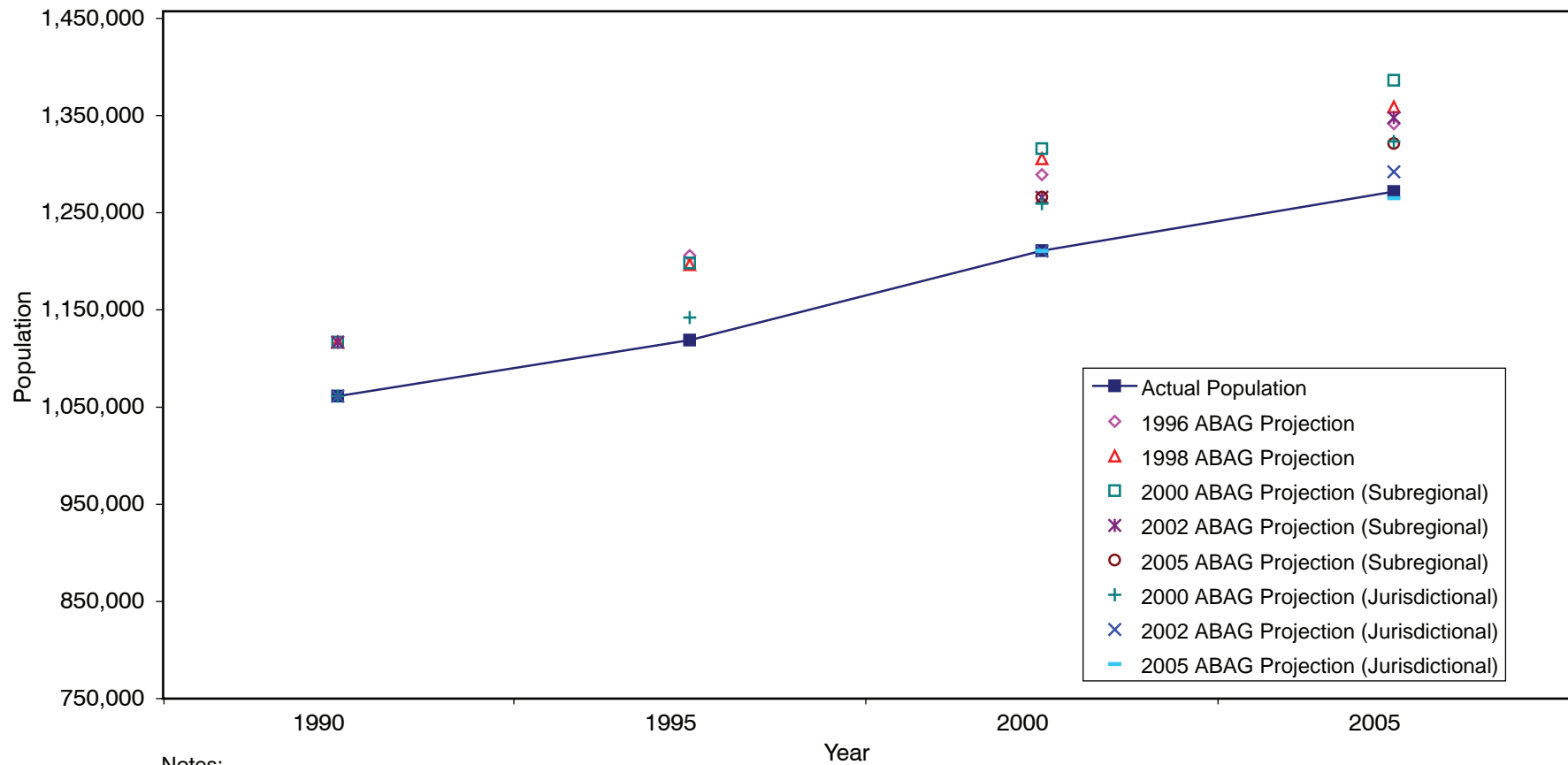
6.1 ABAG Population Projection

The ABAG projections represent the subregional population projections for the Cities of Campbell, Cupertino, Los Gatos, Milpitas, Monte Sereno, San José, Santa Clara, and Saratoga. The 2007 ABAG projections consider population projections until the year 2035.

The average projected growth rate between 2010 and 2035 based on the ABAG projections is approximately 5.1 percent per five-year increment, or approximately 1 percent per year. A large percent of this growth is expected to occur along the transit corridors, in the City of Milpitas, and perhaps Coyote Valley.

As part of the City 2040 General Plan currently under development, the 2040 City of San José population was estimated to be 1,445,000. This population corresponds to a 1.6 percent growth rate over five years, or 0.3 percent per year, from the 2035 ABAG population estimate for the City.

Since the growth rates projected for the overall service area differ from the average growth rate between 2010 and 2035 by nearly a factor of three, two methods were used for projecting the 2040 WPCP service area population. First, the entire service area population was estimated to grow at the same 1.6 percent over the five years as the City from 2035 and 2040, thereby increasing the WPCP service area population from 1,844,500 to 1,873,280.



Notes:

- (1) ABAG Projections from jurisdiction boundary projections by ABAG for the Cities of Campbell, Cupertino, Los Gatos, Milpitas, Monte Sereno, San José, Santa Clara and Saratoga.
- (2) Actual population projections obtained using Department of Finance (DOF) records.
- (3) Population data does not include commuter population served by the WPCP.

Figure 2
HISTORICAL ABAG POPULATION PROJECTIONS
FOR THE WPCP SERVICE AREA
SAN JOSÉ/SANTA CLARA WPCP MASTER PLAN
CITY OF SAN JOSÉ

Second, the service area population was estimated to grow by the average growth rate between 2010 and 2035 of 5.1 percent over five years, thereby increasing the population from 1,844,500 to 1,938,577. Table 3 summarizes this information.

Table 3 ABAG Projected Population Served by the WPCP San José/Santa Clara Water Pollution Control Plant Master Plan City of San José				
Year	Population Served⁽¹⁾	Percent Increase for 5-Year Increment	Total Santa Clara County Population⁽²⁾	Percent of County Population Served
2010	1,412,300	---	1,867,500	75.6%
2015	1,498,700	6.1%	1,971,100	76.0%
2020	1,593,900	6.4%	2,085,300	76.4%
2025	1,669,100	4.7%	2,177,800	76.6%
2030	1,757,100	5.3%	2,279,100	77.1%
2035	1,844,500	5.0%	2,380,400	77.5%
2040 ⁽³⁾	1,873,280	1.6%	2,412,411	77.7%
2040 ⁽⁴⁾	1,938,577	5.1%	2,412,411	80.4%

Notes:

- (1) Population served obtained from information in the 2007 Plant Summary Report.
- (2) Santa Clara County population based on historical and projected ABAG values except for the Santa Clara County population for 2040, which is based on DOF projections.
- (3) Percentage of Santa Clara County population served when the projected City of San José growth rate of 1.6 percent over the 5-year period between 2035 and 2040 is applied to the entire service area.
- (4) Percentage of Santa Clara County population served when the average growth rate from 2010 to 2035 of 5.1 percent over a 5-year period is applied between 2035 and 2040 to project the 2040 WPCP service area population.

6.2 DOF Population Projection

The DOF populations have been estimated using the County projections for the year 2010, 2020, 2030, and 2040. Using the ABAG WPCP service area population projections and the ABAG County population projections, the percentage of the County to be served by the WPCP was calculated as shown in Table 4.

Table 4 DOF Population Projections Calculation for the WPCP Service Area San José/Santa Clara Water Pollution Control Plant Master Plan City of San José			
Year	DOF Service Area Population Projection⁽¹⁾	DOF Santa Clara County Population Projection	Percent of Santa Clara County Population Served⁽²⁾
2010	1,389,507	1,837,361	75.6%
2020	1,523,201	1,992,805	76.4%
2030	1,690,335	2,192,501	77.1%
2040	1,869,619	2,412,411	77.5%

Notes:

(1) DOF service area projections calculated by multiplying the percent of Santa Clara County expected to be served by the WPCP by the DOF Santa Clara County population projection.

(2) Percentage of County Population Served based on ABAG service area and Santa Clara County population projections.

This percentage was then applied to the DOF County projections to estimate the WPCP service area projections. A comparison of the ABAG and DOF estimated service area population projections is presented in Table 5. The table also compares the ABAG and DOF population projections for the master planning period. As seen, the ABAG projections have generally been higher than the DOF projections. Figure 3 provides a graphical comparison of the population projections.

6.3 Service Area Population Projection Summary

The service area population is expected to increase as presented in Table 5 from 1.4 million in 2010 to over 1.8 million in 2040. The WPCP service area population was projected by evaluating the estimated population changes for each city served by the WPCP.

In summary, evaluation of the historical and projected populations reveals the following:

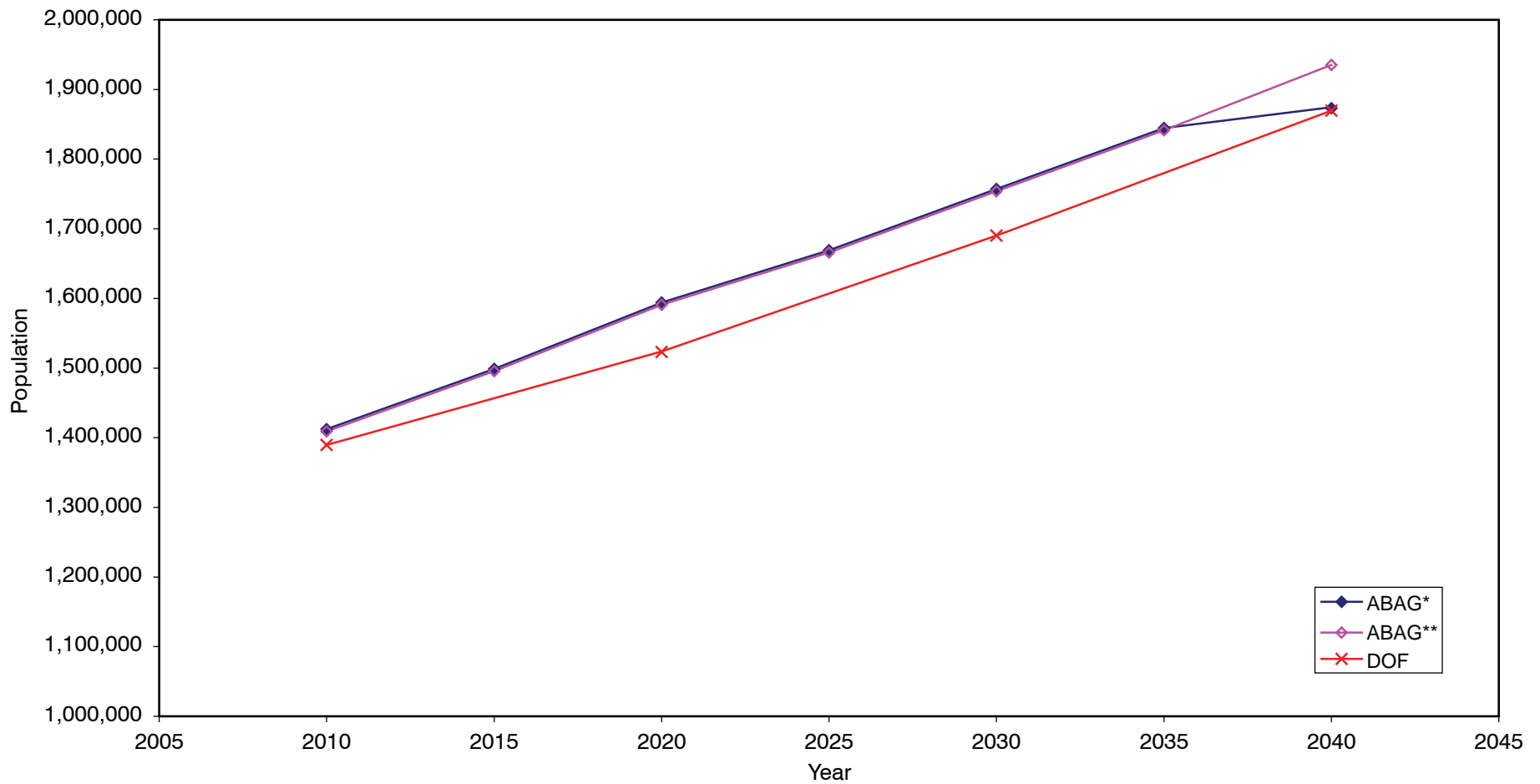
- ABAG historical population projections have overestimated service area population by approximately 5 percent.
- The DOF and ABAG future service area population projections are similar.
- ABAG projections have historically been conservative and are adequate for use for WPCP service area population projection.

The projected City population growth between 2035 and 2040 of 1.6 percent is lower than the historical service area growth of 5.1 percent. Two population projections were

Year Projection Made	Agency	2010	2015	2020	2025	2030	2035	2040
2007	ABAG	1,412,300	1,498,700	1,593,900	1,669,100	1,757,100	1,844,500	1,873,280 ⁽³⁾
2007	ABAG	1,412,300	1,498,700	1,593,900	1,669,100	1,757,100	1,844,500	1,938,577 ⁽⁴⁾
2007	DOF	1,389,507	N/A	1,523,201	N/A	1,690,335	N/A	1,869,619
Percent Difference between ABAG and DOF Projections ⁽⁵⁾	---	1.6%	N/A	4.4%	N/A	3.8%	N/A	0.2%

Notes:

- (1) Does not include commuter populations.
- (2) DOF Projections based on DOF projected Santa Clara County population and ABAG projected percent of Santa Clara County served by WPCP.
- (3) ABAG projection for 2040 calculated using 1.6 percent growth rate for the entire service area for the 5-year period between 2035 and 2040. This 1.6 percent increase is based on the projected population increase in the City of San José from 2035 to 2040.
- (4) Service area population when the average growth rate from 2010 to 2035 of 5.1 percent for each 5-year increment is used to calculate the population for 2040 based on historical growth rates.
- (5) Percent difference calculated by comparing the percent difference in ABAG population projections for the WPCP service area to the DOF service area projection. A 2040 population projection of 1,873,280 was used to calculate the percent difference.
- (6) N/A - Data Not Available.



Notes:

*ABAG projection based on the projected 2035 to 2040 City of San Jose growth rate of 1.6 percent for WPCP service area.

**ABAG projection based on historical average 5-year growth rate of 5.1 percent for WPCP service area.

Figure 3
COMPARISON OF ABAG AND DOF POPULATION
PROJECTIONS FOR THE WPCP SERVICE AREA
SAN JOSÉ/SANTA CLARA WPCP MASTER PLAN
CITY OF SAN JOSÉ

developed for the year 2040 using the 1.6 percent growth rate and the 5.1 percent growth rate. The two different methods result in a difference of approximately 66,000 people.

7.0 ANALYSIS OF COMMUTER IMPACT

As the County grows its commercial center, the daytime population could increase by more than its residential population due to the net influx of commuters coming in to work from other areas. Such an influx could be a source of additional flows and loads, which could affect the necessary sizing of facilities to treat wastewater. This portion of the study investigates the role of commuters to the WPCP service area.

7.1 Economic Trends

From 1980 to 1990, the County experienced an economic boom. However, in the early 1990's the County lost a historically unprecedented number of jobs and saw major changes to the employment structure and economy. ABAG projections for County employment trends suggest that the long-term trend for the County's job growth will be less volatile. However, long-term job growth in County is expected to slow. During the 2000 to 2010 period, jobs are expected to grow at 1.2 percent annually in the entire County.

Historical and projected WPCP service area population and jobs based on ABAG projections for the subregional service area are presented in Table 6. The number of jobs in the WPCP service area was assumed to increase by 1 percent over the 5-year period between 2035 and 2040 to 53 percent of the service area population, following the general trend from 2025 to 2030 and 2030 to 2035. The resident population of 1,873,280, based on the City of San José growth rate, was used to calculate the 2040 total job number instead of the average growth rate based population. Figure 4 presents the number of jobs and resident population for the service area until 2040.

7.2 Commuter Impact

The City's daytime population could increase or decrease from its residential population due to net influx or outflux of commuters. Although the City by itself is a bedroom community with a jobs/employed resident ratio of roughly 0.9, ABAG projects this value to decrease to 0.83 by 2035. However, the other Cities in the WPCP service area, especially the Cities of Santa Clara, Milpitas and Cupertino, have higher jobs to employed resident ratios that are expected to grow. According to historical and projected ABAG resident population and job population data, it is evident that commuters will continue to be a significant percentage of the total WPCP service population. These commuters contribute significantly less flows and loads than residents do, since they do not contribute to day-to-day flows and loads from activities such as showers, cooking, and cleaning.

Table 6 ABAG Projections for the Number of Jobs vs. Residents WPCP Service Area San José/Santa Clara Water Pollution Control Plant Master Plan City of San José				
Year	Source	Total Jobs ⁽¹⁾	Resident Service Area Population ⁽¹⁾	Jobs as Percent of Total
2000	City of San José	715,300	1,267,375	56%
2005	City of San José	597,500	1,328,900	45%
2010	2007 ABAG Projections	646,680	1,412,300	46%
2015	2007 ABAG Projections	705,370	1,498,700	47%
2020	2007 ABAG Projections	765,830	1,593,900	48%
2025	2007 ABAG Projections	829,600	1,669,100	50%
2030	2007 ABAG Projections	896,670	1,757,100	51%
2035	2007 ABAG Projections	966,540	1,844,500	52%
2040	2007 ABAG Projections	992,838 ⁽²⁾	1,873,280	53%

Note:

(1) Total job and resident service area based on ABAG projects.

(2) The total number of jobs in the WPCP service area estimated for 2040 assuming that jobs will be 53 percent of the resident service area population.

Over the planning horizon, commuters are on average 50 percent of the WPCP service area population. As explained in PM 3.8, the projected WPCP flows and loads are based on historical per capita values. The per capita flows and loads will be based on resident population values. Because the flows and loads used to develop the per capital flows and loads will already include the commuter contributions and because the ratio between resident and commuter populations do not change significantly in the planning horizon, the commuter impact will still be accounted for in the projected flows and loads. The projected flows and loads are discussed in detail in PM 3.8.

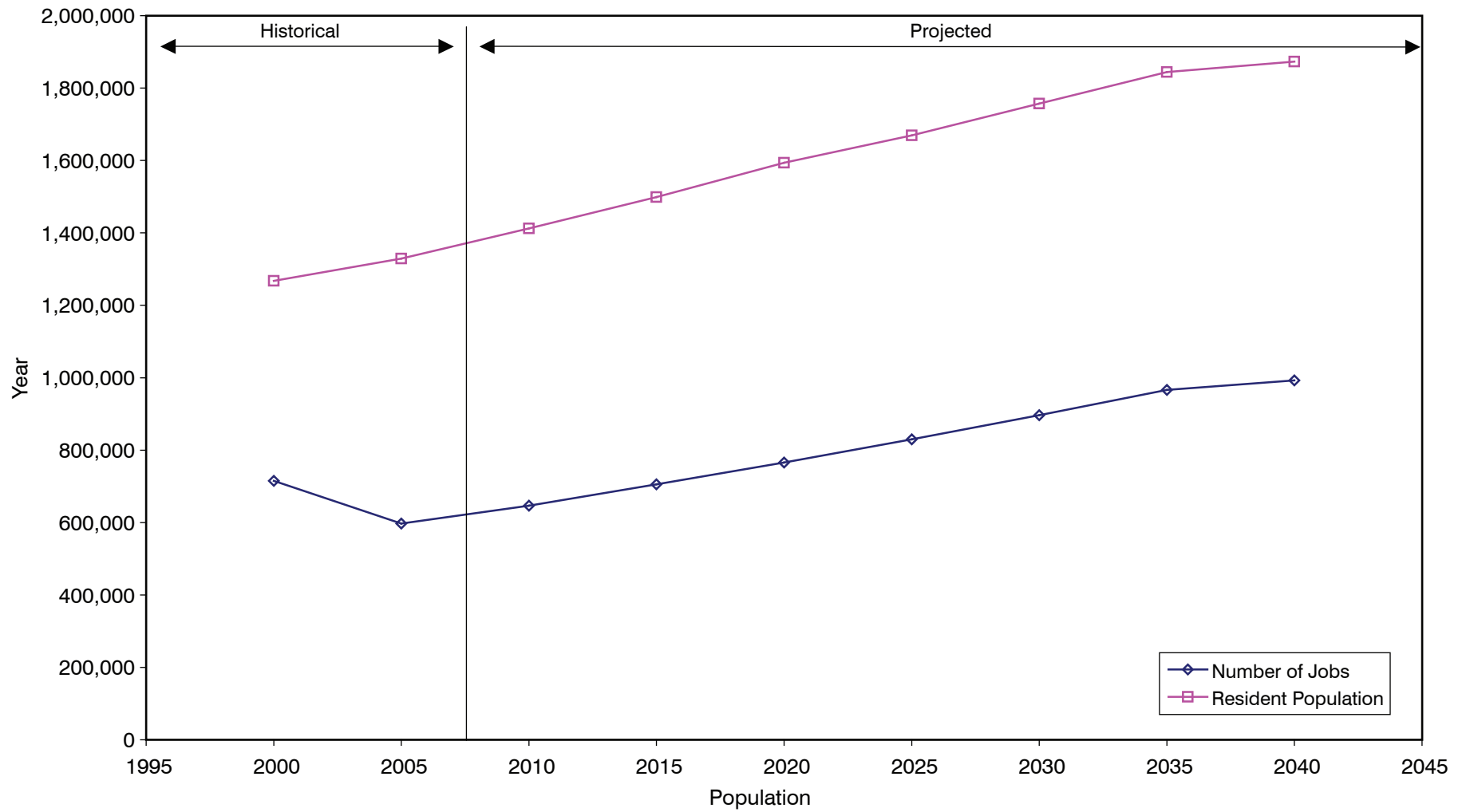


Figure 4
ABAG PROJECTIONS FOR THE NUMBER OF
JOBS VS. RESIDENTS IN THE WPCP SERVICE AREA
SAN JOSÉ/SANTA CLARA WPCP MASTER PLAN
CITY OF SAN JOSÉ

8.0 SUMMARY

Two historical population projections for the WPCP service area were reviewed, and the ABAG population projections were selected as being the most suitable source for projections within the accuracy range required for master planning purposes. Analysis of the data revealed that no adjustment of projections were required since historically ABAG has not significantly underestimated or overestimated service area populations.

Using the 2007 ABAG projections, the WPCP service area population was determined until 2040. The WPCP service area was seen to become slightly more dense in the planning horizon but no known annexations that significantly impact the service area population are expected. Table 7 summarizes the key findings for 2040.

Table 7 WPCP Service Area Population Projection Summary for the Year 2040 San José/Santa Clara Water Pollution Control Plant Master Plan City of San José			
Population Served	Total Jobs⁽²⁾	Total Santa Clara County Population⁽³⁾	Percent of County Population Served
1,938,577 ⁽¹⁾	992,838	2,412,411	80.4%
Notes:			
(1) Percentage of Santa Clara County population served when the ABAG projected average growth rate from 2010 to 2035 of 5.1 percent for each 5-year increment is used to project the 2040 WPCP service area population.			
(2) The total number of jobs in the WPCP service area estimated for 2040 assuming that jobs will be 53 percent of the resident service area population.			
(3) Santa Clara County population based on DOF projections.			

The WPCP is expected to serve approximately 80 percent of the County by the year 2040, an increase of five percent from the current 75 percent County coverage.

The historical and projected role of jobs and commuters on the WPCP population were also analyzed. Currently, jobs account for approximately 45 percent of the total service area population. This value is estimated to grow to approximately 53 percent by the year 2040. However, since jobs will on average account for approximately 50 percent of the resident population, and will not significantly change in the planning horizon, the commuter impact at the WPCP is not expected to change.

These population projections will serve as the basis for projecting future wastewater flows and loads to the WPCP. Projected flows and loads are developed in PM 3.8.

REFERENCES

REFERENCES

Several data sources were used as reference to develop the historical and projected service area/population. These references include:

Association of Bay Area Governments. Projections 2007.

Association of Bay Area Governments. Projections 2000.

California Department of Finance < <http://www.dof.ca.gov/Research/Research.php>>.

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