

LEGACY:

How San Jose's Land Use Policies
in the 1950s and 1960s
Shaped Our Challenges Today

Terry Christensen

Professor Emeritus, San Jose State University

Terry.Christensen@sjsu.edu

San Jose Development History

Population

1,000,000

750,000

500,000

250,000

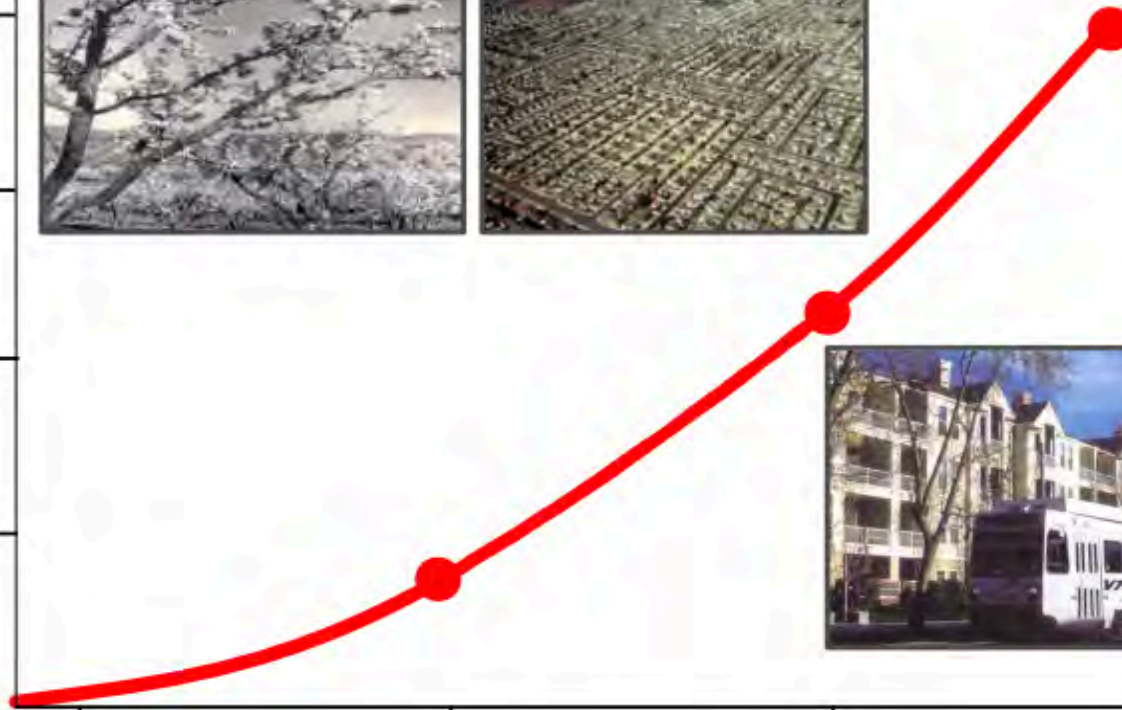


1925

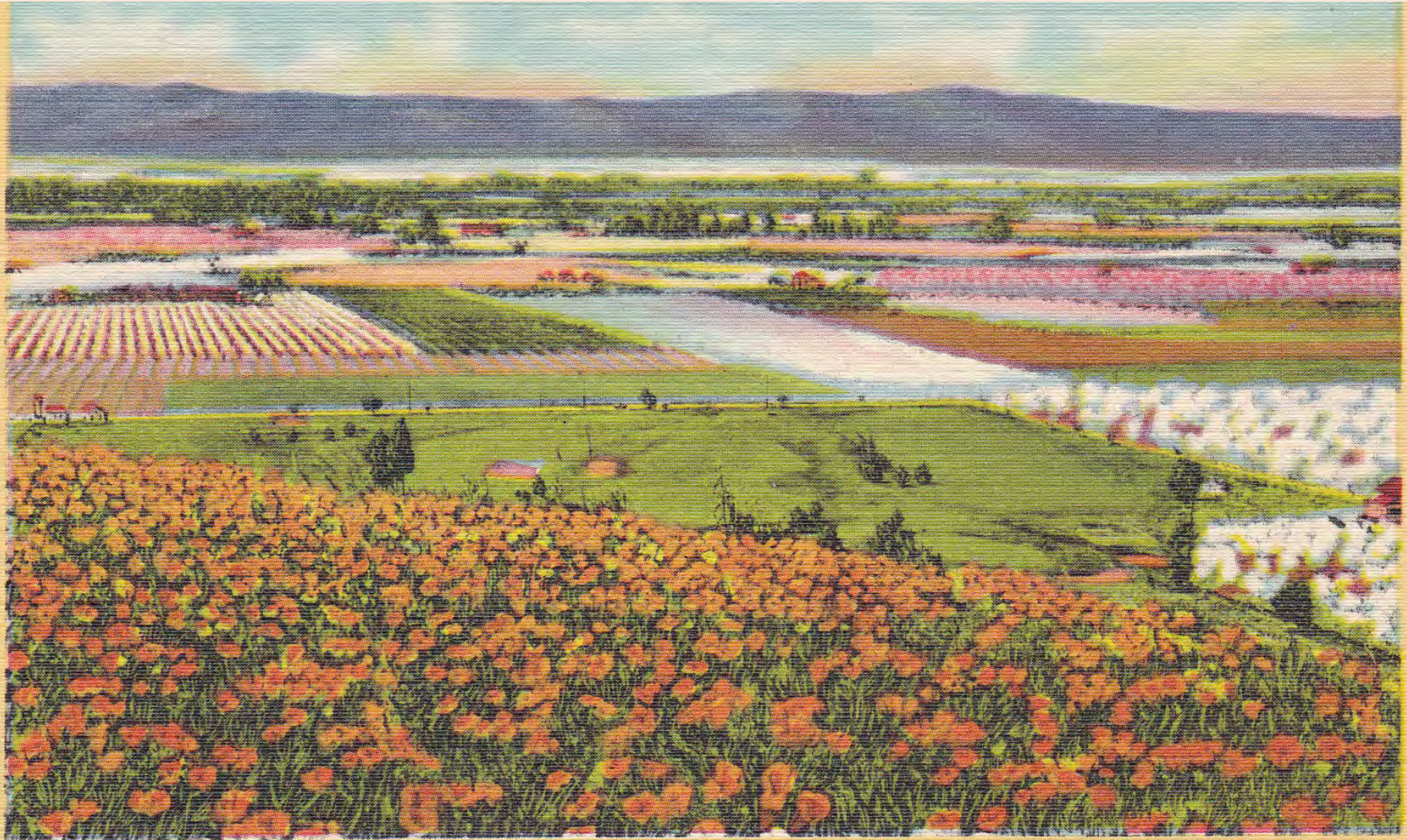
1950

1975

TODAY



Valley of Hearts Delight

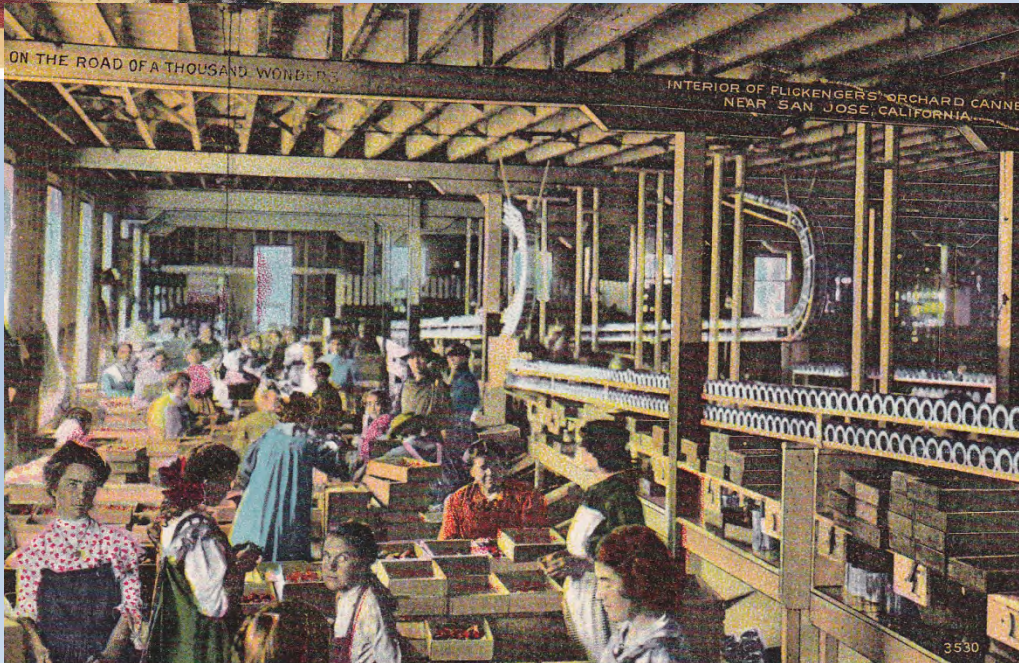


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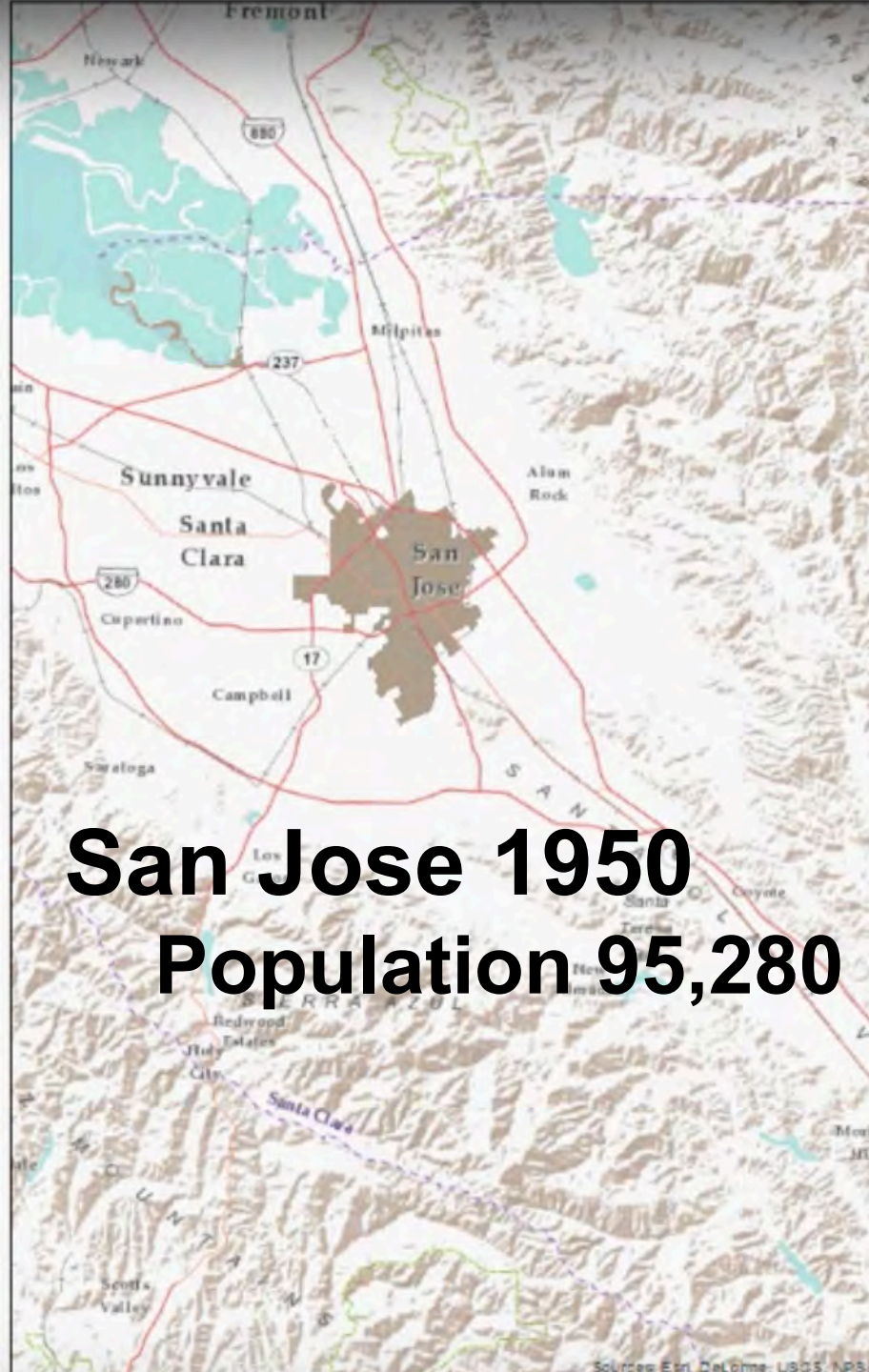
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San Jose Population 1940: 68,298

AERIAL VIEW OF THE BUSINESS DISTRICT OF SAN JOSE, CALIF.









**The Valley's Orchards Give Way
to Tract Housing**

External Forces

- Move to the Sunbelt
 - Desirable Climate
 - Cheap Land and Housing
- Defense and Aerospace Spending
 - Eventually... Silicon Valley



- **Stanford University**
- **Hewlett-Packard, 1938**
- **FMC (SJ)** 
- **IBM (SJ), 1943**
- **Ames Laboratory**
- **GE (SJ), Lockheed, Westinghouse, ITT, Sylvania, Xerox, Admiral**
- **Fairchild Semiconductor, 1957**

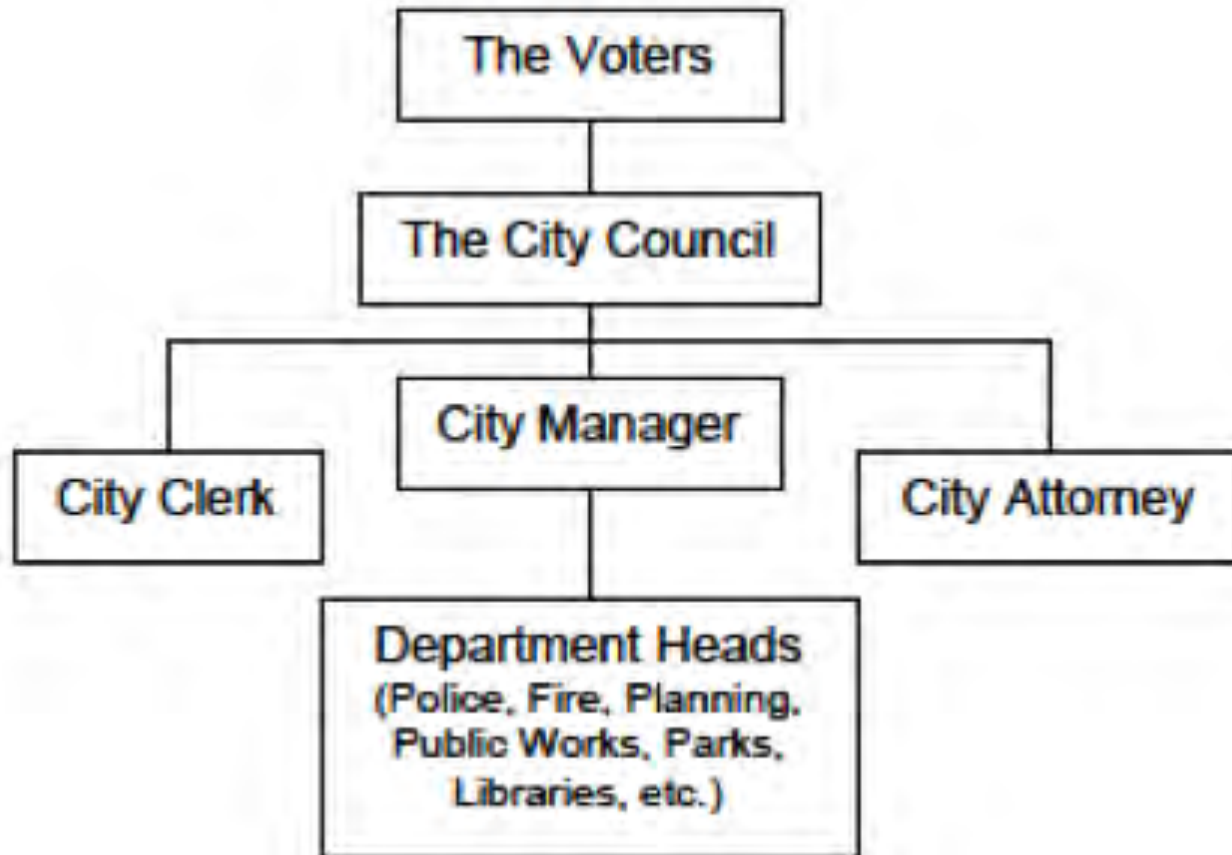


Council-Manager Government, 1916-1950

- **1916 Progressive Reforms: mayor-council system replaced by council-manager**
- **City Manager Clarence Goodwin, 1920-1944**
- **Vote of Confidence for City Managers, 1942**
- **City Manager Thomas Lynch, 1944-1946**
- **City Manager O.W. “Hump” Campbell,
1947-1949**

1950 Population: 95,020

Council-Manager Form of Government



Boomers and the Growth Machine, 1944-1969

- The Progress Committee, 1944
- City Manager A.P. “Dutch” Hamann, 1950
 - “Dutch’s Panzer Division”
 - The “Book of the Month Club”
 - The *San Jose Mercury News*
 - Sprawling, poorly planned growth
- Population 1950 95,000; 1970 445,000

CAST YOUR VOTE
for balanced
GOVERNMENT
in SAN JOSE



Fred Watson



James W. Lively



Albert J. Ruffo



Roy H. Rundle



Ernest H. Renzel, Jr.



Ben C. Carter

Here's Your Balanced Council!

1944

Original campaign materials provided courtesy of Ernie Renzel.

A. P. “Dutch” Hamann City Manager 1950-1969



“If you wanted to grow and be able to pay the bill, you had to annex surrounding areas to the city. To do that you couldn’t sit on your hands. Pretty soon you would become like Bakersfield and St. Louis, an enclave circled by small incorporated cities that would tie you up forever.”



“Trees don’t read newspapers.”
Joe Ridder, Publisher, 1952-1977
San Jose Mercury & News



Dutch's Panzer Division

- **1377 annexations between 1950 and 1970**
- **Only 42 between 1850 and 1950**
- **Tactical leapfrog and strip annexations**
- **Door-to-door solicitation of farmers**
- **Concessions to landowners including exempting newly annexed areas from bond obligations (1952)**
- **Strategic annexations to win competition with Santa Clara, Morgan Hill, Milpitas**

Why Housing rather than Jobs?

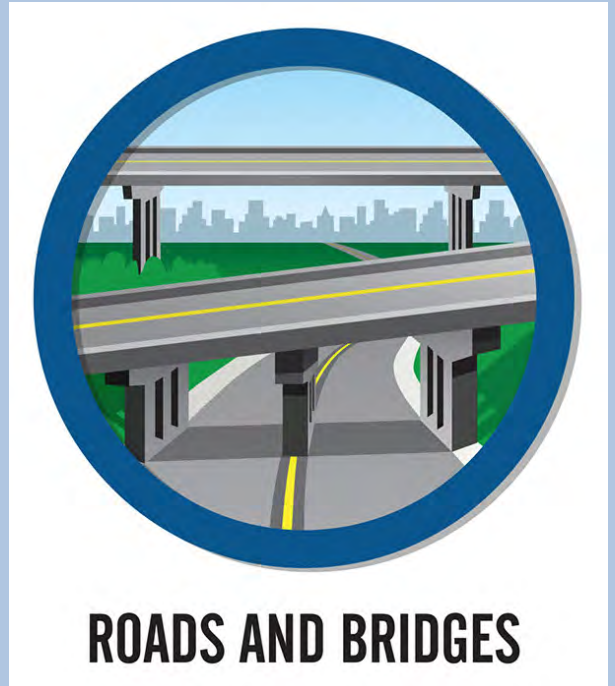
- Self-interest of decision-makers
- Lobbying by developers/collusion
- Popular demand/voter support
- Growth is good (for people & city)
- Industry concentrated in North County
- San Jose never rejected industry (except once)
- San Jose gave industry whatever it wanted with minimal regulation





Financing Infrastructure

- **Federal Grants**
- **General Obligation Bonds**
- **Borrowed money repaid by increased property taxes**
- **Voter approval required**
- **Book/Buck of the Month Club funded campaigns**
- **Supported by the San Jose Mercury News**



A \$4,950,000 BOND ISSUE PROGRAM

APR 28 1956

PAID FROM CURRENT SALES TAXES, NOT NEW PROPERTY TAXES.

PROVIDING SOON, PROJECTS URGENTLY NEEDED NOW.

SAVING MONEY BY PURCHASING LAND BEFORE PRICES DOUBLE.

SAVING TIME, MONEY AND LIVES BY REDUCING TRAFFIC CONGESTION AND ACCIDENTS.

A WISE INVESTMENT IN SAN JOSE'S GREAT FUTURE.

SAN JOSE
PUBLIC LIBRARY

ENDORSED BY: CITIZEN'S BOND IMPROVEMENT COMMITTEE, MERCHANT'S ASSOCIATION OF SAN JOSE, SAN JOSE CHAMBER OF COMMERCE, OTHER CIVIC GROUPS.

1956

**VOTE YES ON MAY 8 FOR
BOND MEASURES J-K-L-M-N-O**

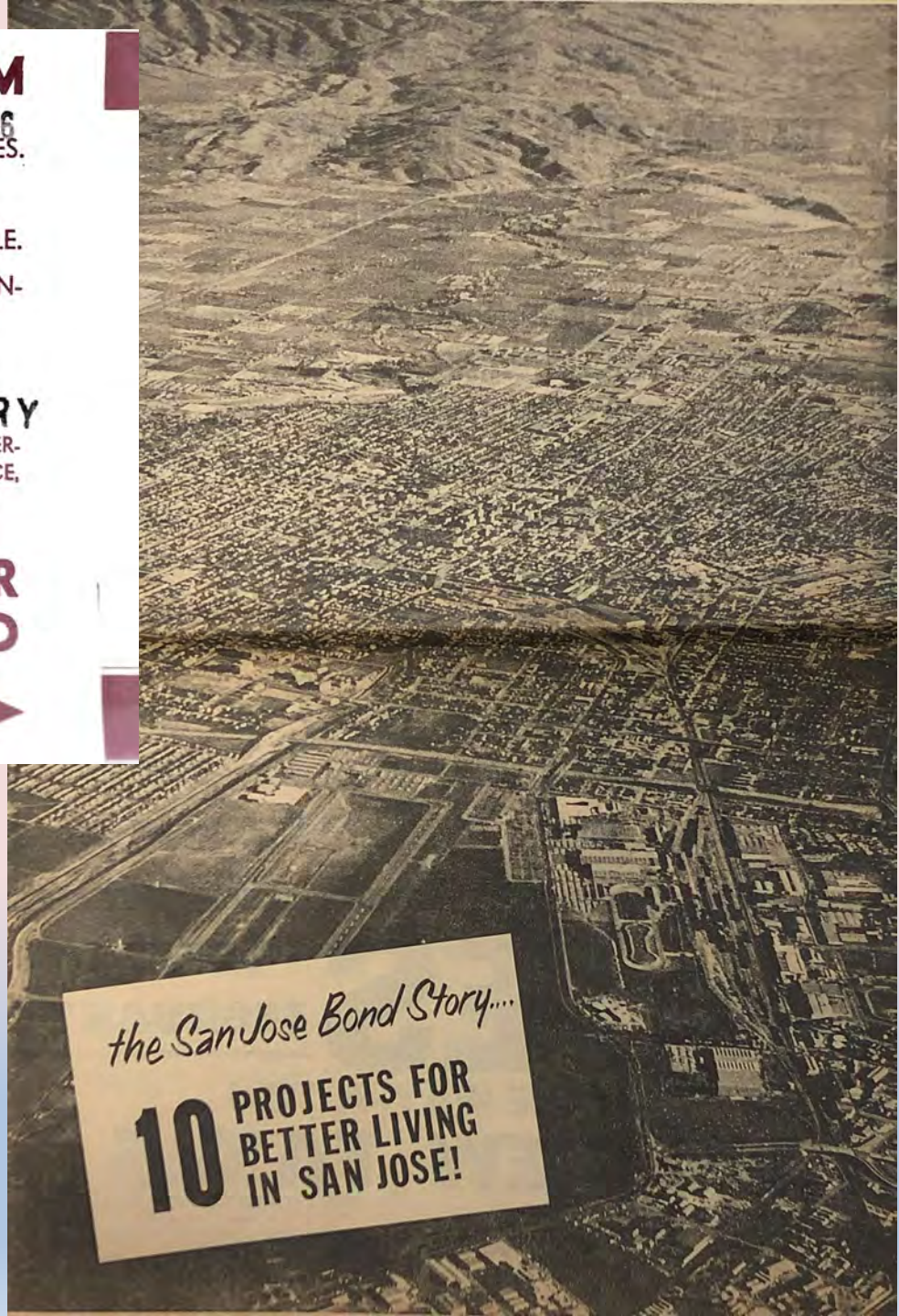
REFERENCE ONLY

Bonds approved

- 1950
- 1955
- 1957
- 1961
- 1966
- 1969

the San Jose Bond Story...

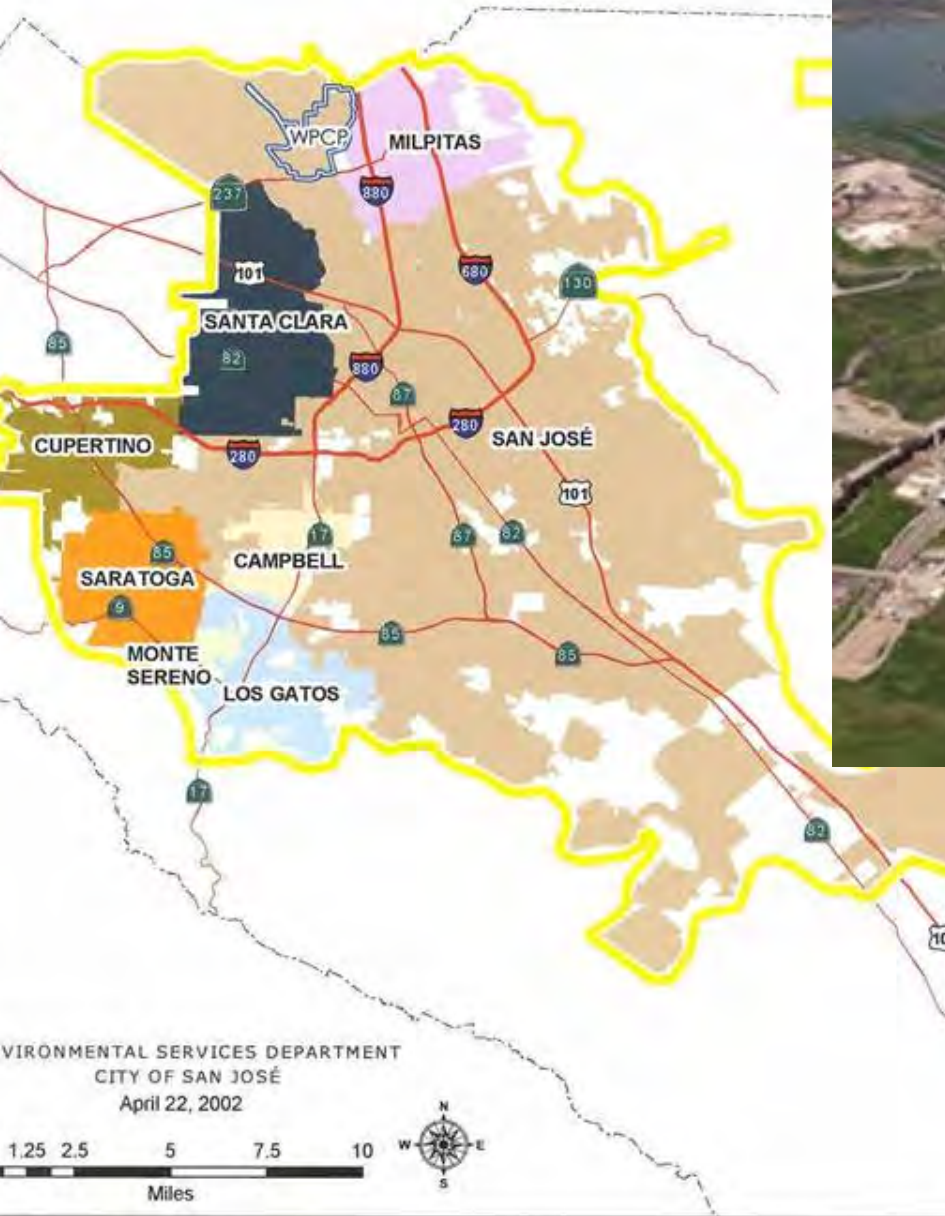
10 PROJECTS FOR
BETTER LIVING
IN SAN JOSE!



SAN JOSÉ-SANTA CLARA WATER POLLUTION CONTROL PLANT

(WPCP)

- PLANT SERVICE AREA -

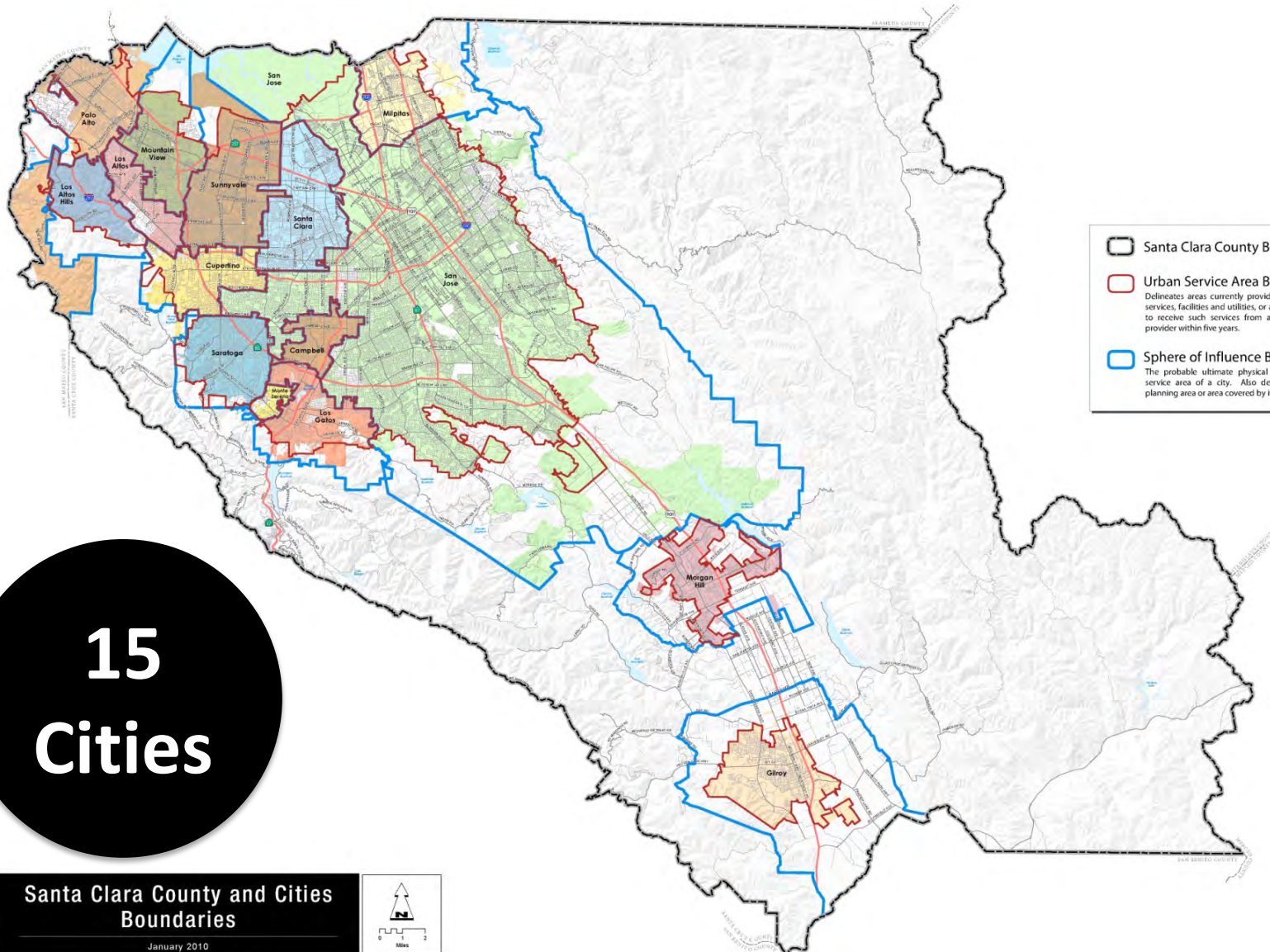





Outcomes:

FRAGMENTED GOVERNMENT

- **Annexation wars** to claim territory and block competitors from expansion
- **School districts** no longer contiguous with city boundaries (1953)
- **Defensive incorporation**: 5 new cities formed to avoid annexation by San Jose, 1952-1957
- 63 special districts as of 1963
- **Thinly stretched basic services**

15
Cities



-  Santa Clara County Boundary
-  Urban Service Area Boundaries
Delineates areas currently provided with urban services, facilities and utilities, or areas proposed to receive such services from a city or other provider within five years.
-  Sphere of Influence Boundaries
The probable ultimate physical boundaries and service area of a city. Also defined as a city's planning area or area covered by its general plan.



Santa Clara County and Cities Boundaries
January 2010



This map created by the Santa Clara County Planning Office. The data was compiled from various sources which are not necessarily the Planning Office's source of data. © 2010 Santa Clara County Planning Office. All rights reserved.

Political Awakening, 1960s/1970s



Neighborhood Discontents

- Beginning in the 1960s
- Homeowner complaints about inadequate basic services, especially police & fire protection
- Schools not keeping up with growth
- Traffic
- Pollution
- Minority complaints: no representation, poor neighborhood services, police brutality



Beginnings of Managed Growth



- **State imposes Local Agency Formation Commissions (LAFCOs), 1963.**
- **San Jose's first general plan, 1966**
- **Cities and County set spheres of influence**
- **San Jose Urban Development Policy, 1970**





SAN JOSE: Sprawling City

A STUDY OF THE
CAUSES AND EFFECTS OF URBAN SPRAWL
IN SAN JOSE, CALIFORNIA

CONDUCTED BY THE STANFORD ENVIRONMENTAL LAW SOCIETY

***San Jose:
Sprawling City***

**Stanford
Environmental
Law Society,
1971**

Stanford Environmental Law Society

“The Wages of Growth”

- **Loss of Civic Identity**
- **Destruction of Agricultural Land**
- **Aesthetic Loss**
- **Disappearance of Open Space**
- **Air Pollution**
- **Reliance on automobile transportation**
- **Endangered Wetland and Open Space**
- **Insufficiency of Countervailing Benefits**

Changes

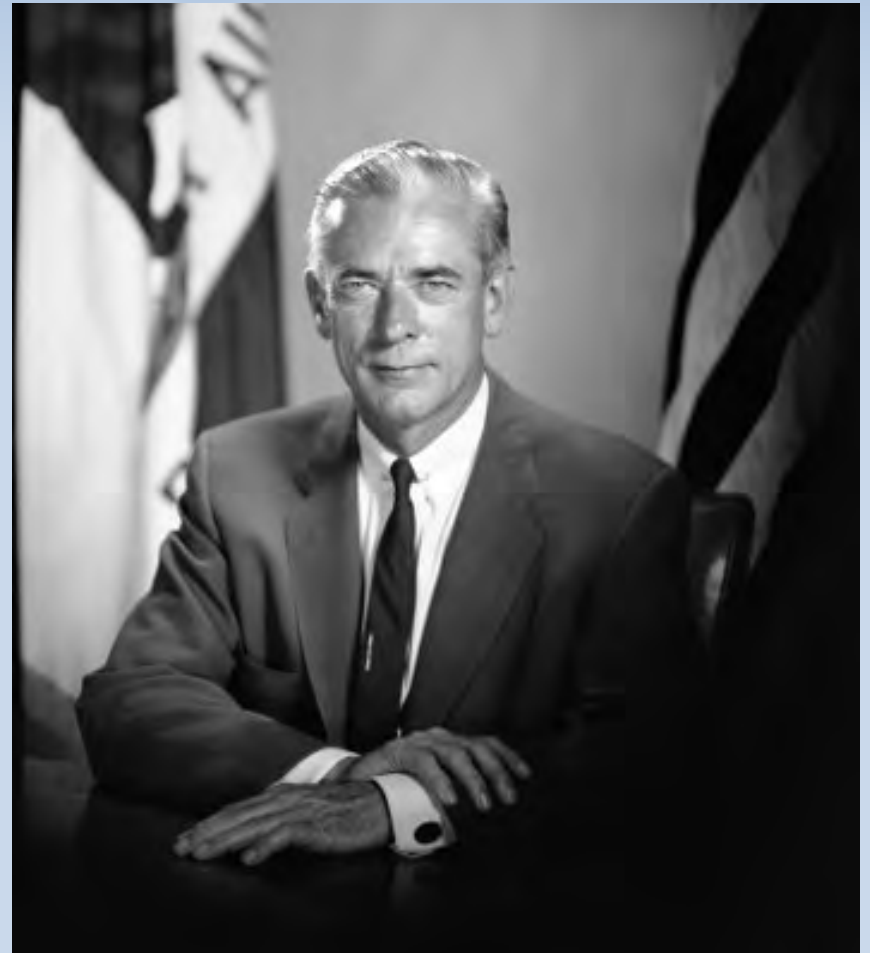
- New population not tied to Old San Jose
- Growth of minority (Latino) population
- Economic diversification—landowners and developers less dominant
- Direct Election of Mayor, 1967 (Ron James)
- Mayor Norm Mineta & new council, 1971
- Measure B, 1973
- Mayor Janet Gray Hayes, 1974
- District Election Movement, 1971-1978

Shifting Balance on Council New City Managers, 1969 & 1973

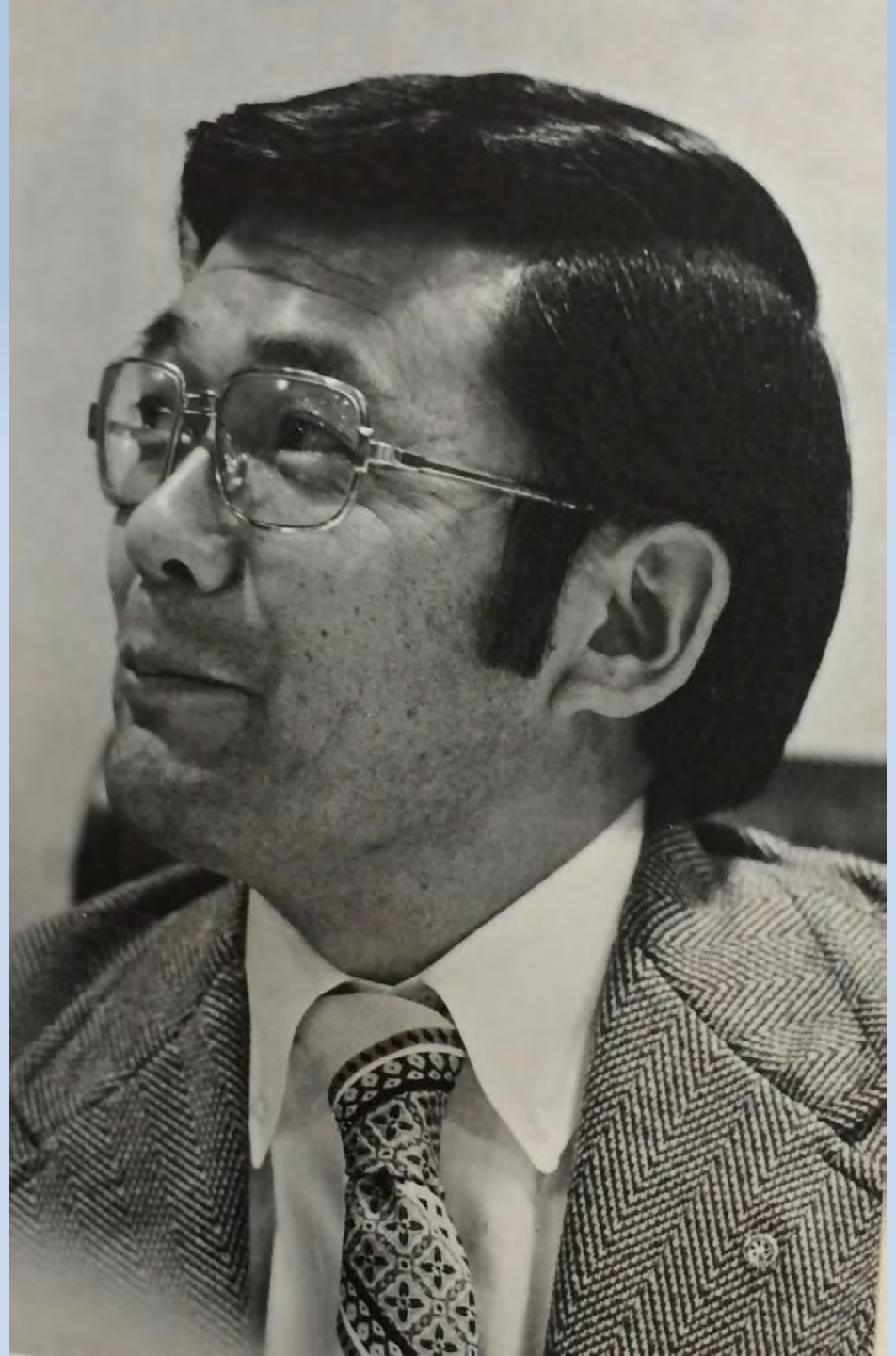
- Councilwoman Virginia Shaffer, 1962**
- Councilman Norm Mineta, 1967, 1969**
- Councilman Walt Hays, 1969**
- City Manager Tom Fletcher, 1969-1973**
- Councilwoman Janet Gray Hayes, 1971**
- City Manager Ted Tedesco, 1973-1978**
- Councilwoman Susie Wilson, 1973**
- Councilman Jim Self, 1973**

Former Mayor George Starbird

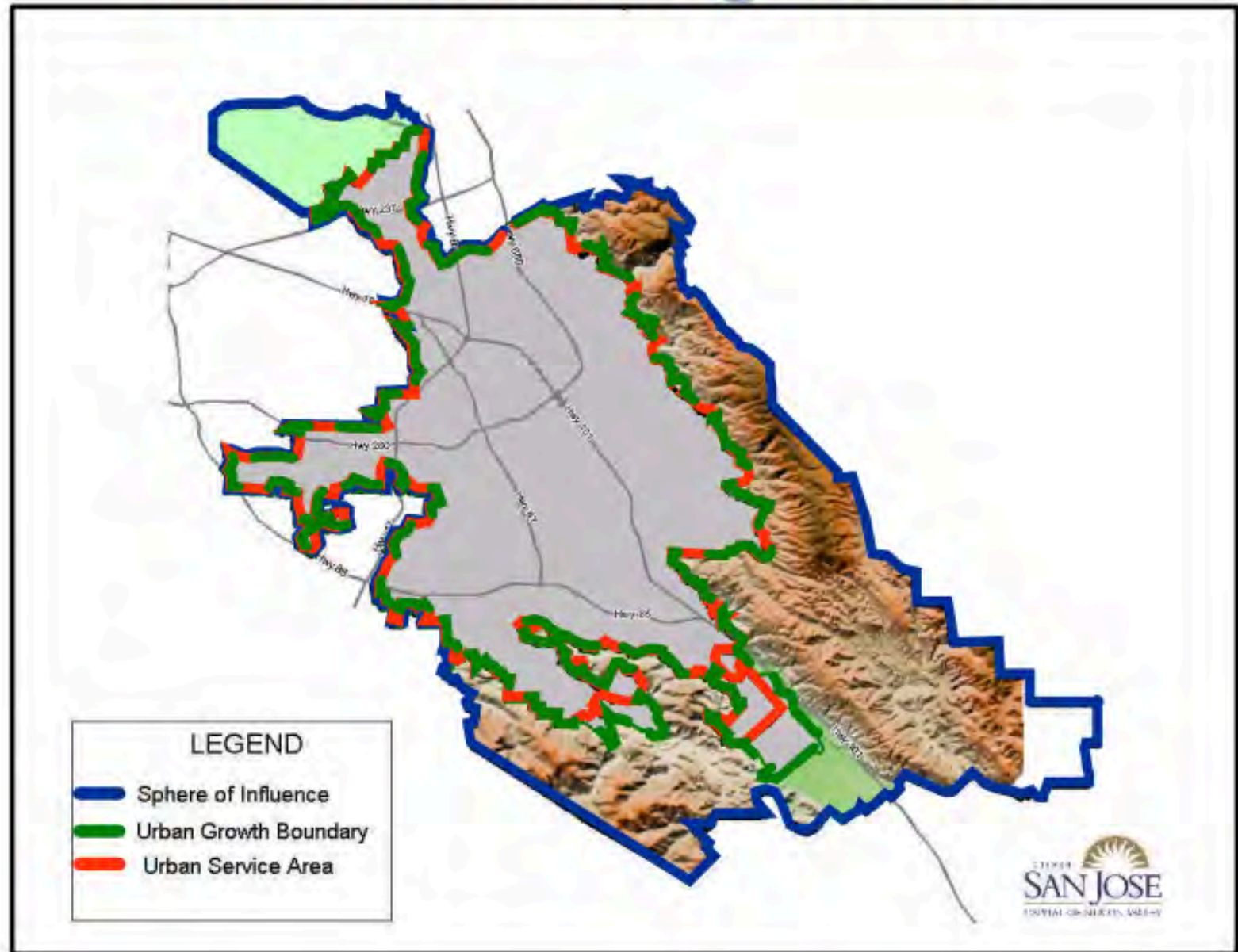
“The voices of the builders and the doers became lost in the many-voiced demands of the users. The veto was back.”



Norm Mineta
Mayor
1971-1974



Growth Management



Coyote Valley

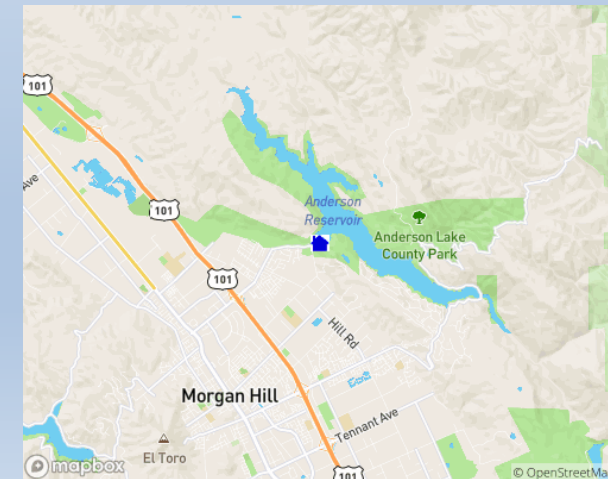




Coyote Valley



- **1958 San Jose annexes Coyote and Monterey Road to Morgan Hill**
- **1963-1964 Oceanic California buys 11K acres around Anderson Reservoir to develop a new town; San Jose annexes 7,300 acres**
- **1970s San Jose urban development policy adopted; development deferred**
- **BUT: IBM, Bailey Road, 1974**
- **Development proposals recur in every subsequent decade**



Homebuilders happy, homeowners wary

Every new housing project
puts a heavier load on schools
and affects quality education

Almaden growth—some like it hot, others wish developers cool it

By CHAD HILL
Staff Writer

SOME 1,037 NEW SINGLE family dwelling units are available or will be available in the Almaden Valley by May of 1973, according to figures of the city's planning staff.

Another 1,030 units are planned for the same vicinity, which encompasses the Bret Harte junior high school service area, after May, 1973. Harte serves an area bounded by Blossom Hill road on the north, Calero reservoir to the south, Princeton plaza on the west and Chesboro drive on the east.

For some, especially developers, such rapid development, which ranks Almaden valley in the top three growth areas of the city, is a healthy, encouraging sign. For others, such as San Jose Unified school officials who must find ways to cope with the increased enrollment brought about by an influx of new students from these new developments, the picture isn't so rosy.

SHARING THE CONCERN of school officials over housing trends are citizens who are working through several grass roots organizations to keep close tabs on housing. Two such organizations are the Almaden Valley homeowners association and the Almaden Neighborhood recreation advisory council.

Besides keeping close watch over city council developments that might affect housing in their area,



NEAR OVERCROWDED SCHOOLS

Parents Post Buyer-Beware Signs

By DON BRIGNOLO
Staff Writer

Signs warning potential home buyers of overcrowded schools in the burgeoning southern area of San Jose Unified School District were erected Thursday at 11 school sites.

The Almaden Homeowners Assn., in cooperation with the school district, set up the signs because of rampant housing construction that has made double sessions a way of life in the area.

"We're trying to dramatize that schools are vastly overcrowded and the only way we're going to alleviate the situation is to pass a school bond," said Joe F. DeCristofaro, president of the homeowners group.

"Furthermore, the signs are to show that new development should be halted in areas where schools are overcrowded," he said.

Six signs were set up at Terrell, Allen, Henderson, Simonds, Bret Harte and John Muir schools and at Pioneer and Leland high schools.

In addition, three signs were put up at Kay, Arcadia and Redmond school sites earmarked for elementary



BEWARE—Prospective homeowners and residents in the fast-growing Almaden Valley now have tangible reminders that schools are overcrowded because of rampant housing construction. The Almaden Homeowners Assn. and school district officials Thursday erected 11 signs at

school sites. Putting up the first sign are Norm Peterson, district administrative assistant, Hal Carruth, principal of Bret Harte Junior High, Mrs. Claire Benson, homeowners vice president of education, and Mrs. Edward Brooks, PTA president.

Claire Benson

'I have a strong feeling that schools are a utility, like water and sewers'

Leader of growth limitation drive — no stranger to game

MRS. CLAIRE BENSON is a leader in regional planning, the growth in areas where she has played the planning game.

Mrs. Benson, who was formerly a planner for government-owned utilities, is an engineer. "I was involved in the planning. For example, I worked on the planning. We were started with a population of 25,000 people.

Richland, of 30,000 residents. The community are the schools, the local

IN 1969, THE And Claire didn't chairwoman for as well as vice-presidents, vice-presidents, homeowners and of the Alameda

She currently is the city's housing

Last summer Jose's plan

Mrs. Benson is a case for school plan or at reporting school district

"My probably school was involved in States (land)," she recalls.

"SAN JOSE HAS BEEN VERY growth-oriented problems associated with the growth are now becoming



maden, says schools and planning involved with both about over- she is chairing an initiative problem.

1973 Measure B

- A voter approved initiative to restrict housing development in areas where schools were overcrowded.
- Homebuilders could compensate schools to accommodate additional students.

•

•

VOTE YES ON B



1. CONTROL OF CITY HALL BY DEVELOPERS!
2. RAMPANT GROWTH!
3. DOUBLE SESSIONS IN YOUR SCHOOLS!

WE SUPPORT SENSIBLE GROWTH:

JOHN E. MINER, REALTOR
 ALMADEN VALLEY
 HOMEOWNER ASSOCIATION
 SAN JOSE TEACHERS ASSOCIATION
 AMERICAN ASSOCIATION OF
 UNIVERSITY WOMEN,
 SAN JOSE BRANCH

FRANK FISCALINI
 DAN McCORQUODALE
 SUPERVISOR SANTA CLARA
 PIEDMONT HOMEOWNERS A
 ERIC GIUFFRIDA, REALTOR
 CITIZENS FOR RATIONAL P
 EASTSIDE TEACHERS ASSO

Stop the power-grab by special interests!



VOTE NO ON B
 APRIL 10 SAN JOSE MUNICIPAL ELECTION

The power-grab backers of Measure "B" are using School Children as Pawns in their Political Game

What they really want are the keys to City Hall



On next Tuesday, a municipal election ballot, look for Measure B, the so-called 'rational planning' ordinance. It's the very last item on the ballot. As you mark yours, in the privacy of the voting booth, you'll be doing yourself, your family, and your fellow citizens a real favor by stamping your X opposite "NO". Here's why.

While most of us go our way each day, assuming that basically all is right with the world, there are others who would take advantage of our good nature. To the extent, in fact, of having us believe that they are trying to protect us from the "evils of progress."

What is Measure B? Why are so many concerned that it may pass? Within Measure B, its backers have mixed together a mess of proposed rules and regulations having to do with the rights of San Jose's 23 school districts to decide the future of our city and its residents. If the measure passes, the city council will be forced, by law, to clamp down on progress. Even though you and thousands of others in San Jose, may lose your jobs as a result. As much as \$40 million per year in lost wages. Think what that can mean to a city!

In reality, schools and the education of our children are not the real issues in

our city. Why? Because the fact is that not all of San Jose has had a school shortage. Twenty of the non-double session school districts apparently agree, since only three school boards have come out in favor of the measure. Even the districts with the most crowded schools recently passed bonds to build more. Their problems are virtually over. Why should all of San Jose be affected now by a concern that no longer exists? The backers of Measure B know this. So why are they trying so hard to pass the measure? The reason is obvious; the school issue is merely a camouflage for the real purpose. Nothing less than a take-over of the city planning function is the intention of this small, well-organized, special interest group. An "elite" group from the new part of town, ready to grab the reins at City Hall.

The truth is, Measure B goes far beyond a supposed concern for schools. It creates a new bureaucracy of study committees and duplicates work now being performed. What's even worse, it takes city rule out of the hands of the majority of the Council. Under the ordinance, three members of the seven person Council can control zoning matters. What's wrong with the American tradition of rule by majority?

Think hard. Consider the serious economic questions that Measure B creates. Realize that no real school housing shortage will continue since passage of the recent school bonds. Why are school children being used in politics? What are the backers of Measure B really after?

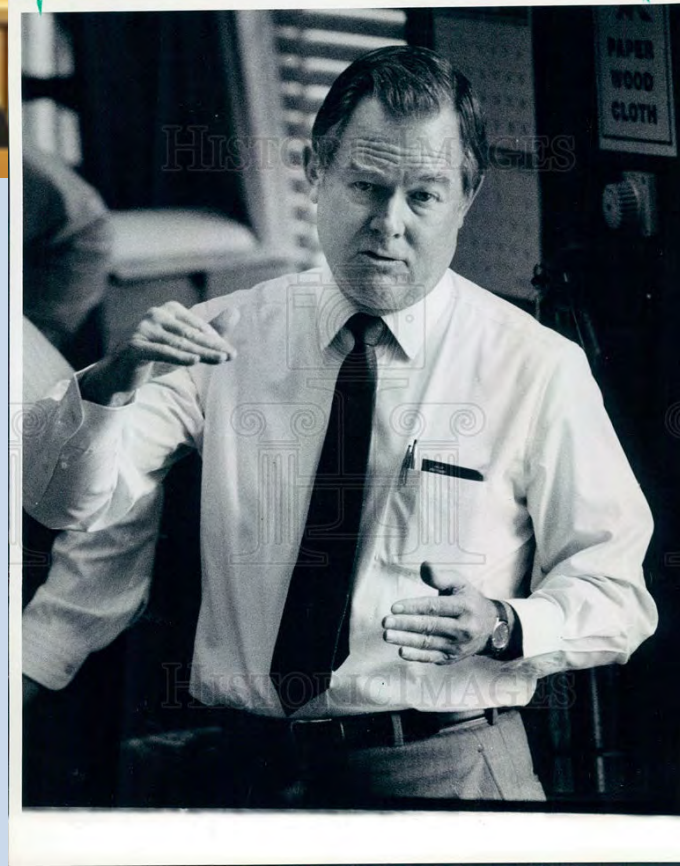
San Jose Municipal Election
 Tuesday April 10
 San Jose Committee for Independent
 Municipal Government

Stop the power-grab!
VOTE NO ON B

***The Perils of Janet Gray Hayes:
The 1974 Mayoral Election
and the Fearsome Foursome, 1978***







**The Fearsome
Foursome
aka
The Gang
of Four
Summer 1978**

**Larry Pegram
Joe Colla
Al Garza
Dave Runyon**



The 4 who did Tedesco in, clockwise from upper left
Larry Pegram, Joe Colla, David Runyon and Al Garza

Editorial

Devil

Big growth is 'in' again

It's time to lay a few facts on the table about the city council majority's new plan for roads.

First, it is not a plan to help solve existing problems. It is a plan to build new subdivisions, not able to build a city says. The plan helps people who want improvement.

Second, the growth financing city policy of growth who builds a garage pool or builds a percent tax into the

Third, this plan was discussed at the last council meeting. Only developers got the merits of the proposal it was approved as a

Fourth, this new tax is the spirit of Proposition 13. The new council majority has the tax through quickly discussion.

In short, the era of unbridled growth is back at city hall with Al Colla and Joe Colla, they may be the council majority which

8-1-78 Sun
Garza, Pegram, Runyon, Colla: for big-growth

TWO WEEKS ago, we observed that a big-growth gang appears to have taken charge at the San Jose City Council. Last week's actions by Al Garza, Larry Pegram, Joe Colla and David Runyon only confirm our opinion. This new council majority seems intent on driving the city on a one-way street back into the quicksand of unrestricted growth. And it is doing it with a disregard for public discussion in this city for quite some time. A building tax, a 4.5 per-

Yerba Buena Ave. And extending Colla all the way across South San Jose. Millions more for all sorts of other projects.

IT ALL ADDS up to a wish-list of projects. Local citizens want development in its own way, want the city council to stop street overcrowding when a project is proposed and want existing streets improved first.

The new city council majority is against our community. It is proposing street projects which include street improvements which include a needs list drawn up by a committee presented big development by agreeing to fund it with paid for

SAN JOSE & EAST S.J. SUNS

©1978

Murray

"WE'RE SGT. GARZA'S LONELY
COUNCIL BAND!!"



TWO...
THREE...
KICK!!

ISNT IT
MORE TO
THE TUNE
OF "WHILE
SAN JOSE
GENTLY
WEEPS"?



Pegram
leads

Pro-growth group oustes Tedesco

TED TEDESCO was fired last week by the same city council majority which has coalesced on a number of growth-related issues recently. Headed by Larry Pegram, a 33-year-old former policeman just elected to a second term, the group includes Al Garza, David Runyon and Joe Colla.

The same group has spearheaded the multimillion dollar road building program which emphasizes roads in new, developing areas; pushed through a new 4.5 percent tax on construction to finance roads and abolished a city policy requiring traffic problems to be considered as each new development comes up.

On each of these issues, it was Pegram who took the lead. It was the same last week when Tedesco was be-

ing fired. Pegram asked for the city manager's resignation at a closed door council meeting Tuesday.

Pegram knew in advance that he had the support of his three colleagues, as he had on previous issues. In fact, Pegram had gone so far as to ask Tedesco's chief assistant, Frank Knofler, to take over even before asking Tedesco to step down.

Always quite candid, Tedesco has ruffled some council feathers before. He started as city manager in San Jose with a council split over his appointment 4-3 (Joe Colla voted against Tedesco then, the only council member voting against the appointment who is still on the council).

At times, Tedesco almost seemed like an eighth council member. He

would argue his point rigorously, even telling council members outright when he thought they were wrong.

Tedesco also guarded his administrative role carefully and was quick to jump on council members when he felt they were straying from the path.

The firing was announced at a council meeting last week's evening council session.

Mayor Janet Gray Hayes and Councilwoman Susanne Wilson said they thought the decision was clearly related to growth issues. "He was fired because he asked questions of the majority that is throwing open the door to unlimited and uncontrolled growth in San Jose," Wilson said.

Hayes agreed: "This really knocks props out," she said.



Abrupt end to long fight

The week that was at city hall

By Armando Acuna
Staff Writer

It was without question one of the most dramatic weeks in San Jose's political history, the culmination of a fierce battle among City Council members.

Indications are the fallout is far from over.

What happened was the forced resignation of City Manager Ted Tedesco during a closed-door council session Tuesday afternoon.

Ordinarily, the ouster of a city manager is made with minimum fanfare. City managers of large cities are a resilient lot. Their on-the-job life-span tends to be short.

But these were not ordinary circumstances.

Since spring, the council has been divided into two factions on almost every major issue.

The majority — Councilmen Larry Pegram, David Runyon, Joe Colla and Al Garza — solidified its position before the June elections and flexed its muscle repeatedly during Proposition 13 budget hearings.

On the other side are Mayor Janet Gray Hayes, Vice Mayor Susanne Wilson, Councilman Jim Self — and, uncharacteristically, Ted Tedesco.

Tedesco had prided himself in not taking sides on political issues. He said he tried to hold



The council minority: Jim Self, Susanne Wilson, Mayor Janet Gray Hayes

to the theory that the council sets policy and the manager carries it out.

But the system went out of kilter. Tedesco's job drifted more into the policy arena, and the council's actions edged into the direct administration of the city.

The majority drafted, approved and implemented a new construction tax to build more roads in the city. Tedesco said new roads would accelerate

growth faster than the city's ability to pay for it because of Proposition 13.

It wasn't what the council majority wanted to hear, but Tedesco kept saying it.

While on the surface debate revolved around the question of roads and growth, the underlying maneuvering was political.

Garza wants to be mayor next year. So does Mrs. Hayes. The majority supports Garza,

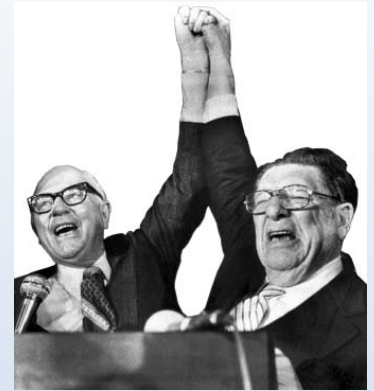
and the minority is behind Mrs. Hayes.

The main campaign issue before Tuesday was growth in the city. And the main component of that is the road plan. Tedesco, who opposed the plan as bad for the city, was pulled into the fray by his opposition.

Tedesco frequently was pushed by the majority in the last two months. At an executive session in late July his four council foes read him the "riot act."



PROPOSITION 13, 1978



- Proposition 13, 1978
- Reaction to rising assessed values and rising tax bills
- Tax rates not lowered to compensate
- **Local property tax revenues cut 57%**
- Voter approval of new taxes or tax increases
- Budgets slashed; alternate funds sought
- Reduced services
- **Shifted property tax burden** from business to homeowners (1978 55% homeowner/45% business; 72% homeowner/28% business 2017)

PROP 13: OUTCOMES

- **BIG BUDGET CUTS BY LOCAL GOVERNMENT**
- **STATE AIDS SCHOOLS AND COUNTIES BY SHIFTING PROPERTY TAX FROM CITIES**
- **CITIES & COUNTIES INCREASED CHARGES AND FEES (and cost of construction)**
- **FISCALIZATION OF LAND USE: FISCAL ZONING**



Lower Property Tax Per Capita

PALO ALTO

\$407

CUPERTINO

\$285

SUNNYVALE

\$213

MOUNTAIN VIEW

\$260

SANTA CLARA

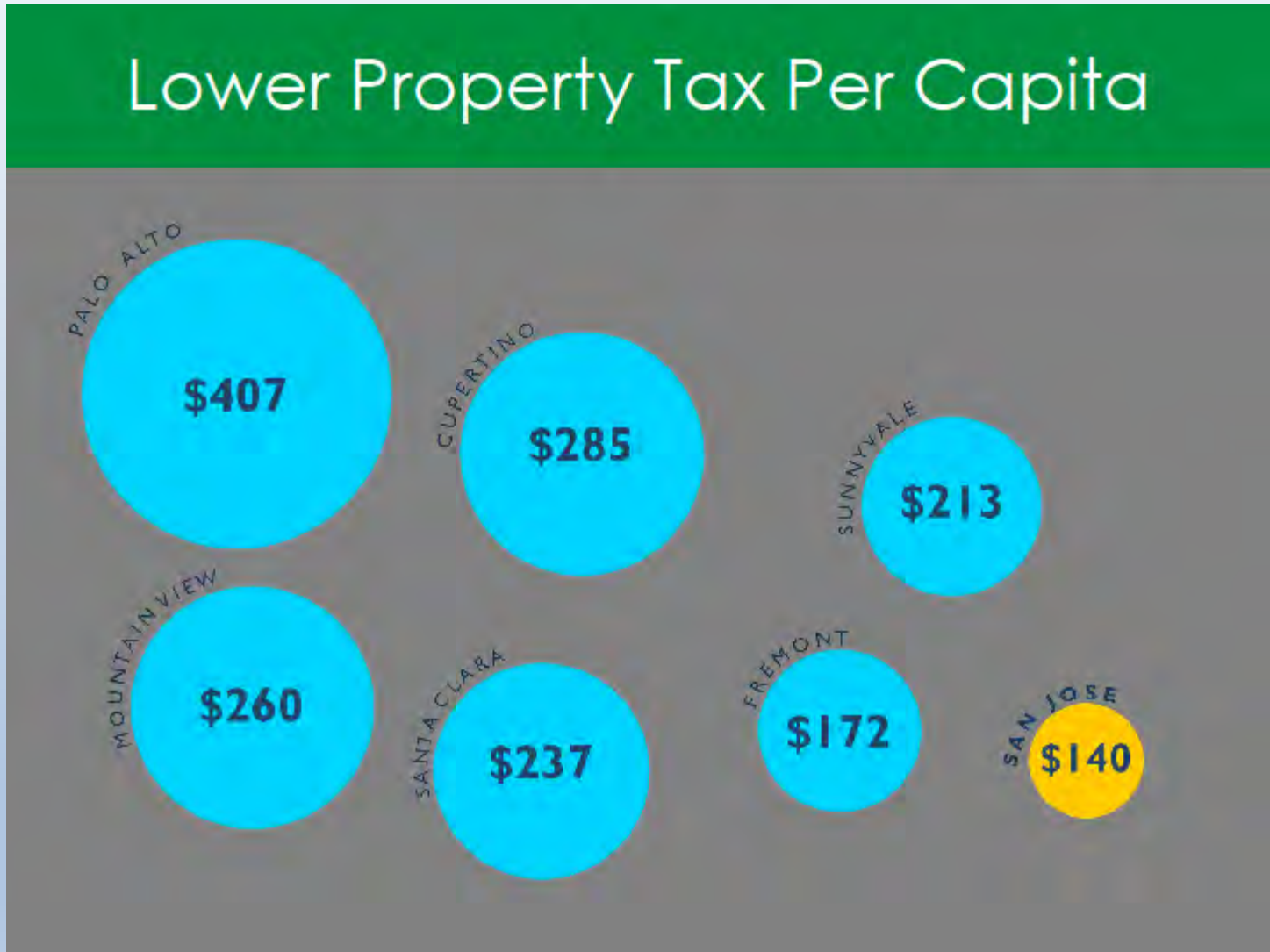
\$237

FREMONT

\$172

SAN JOSE

\$140



Lower Sales Tax Per Capita

PALO ALTO

\$370

CUPERTINO

\$338

MOUNTAIN VIEW

\$186

SANTA CLARA

\$320

SUNNYVALE

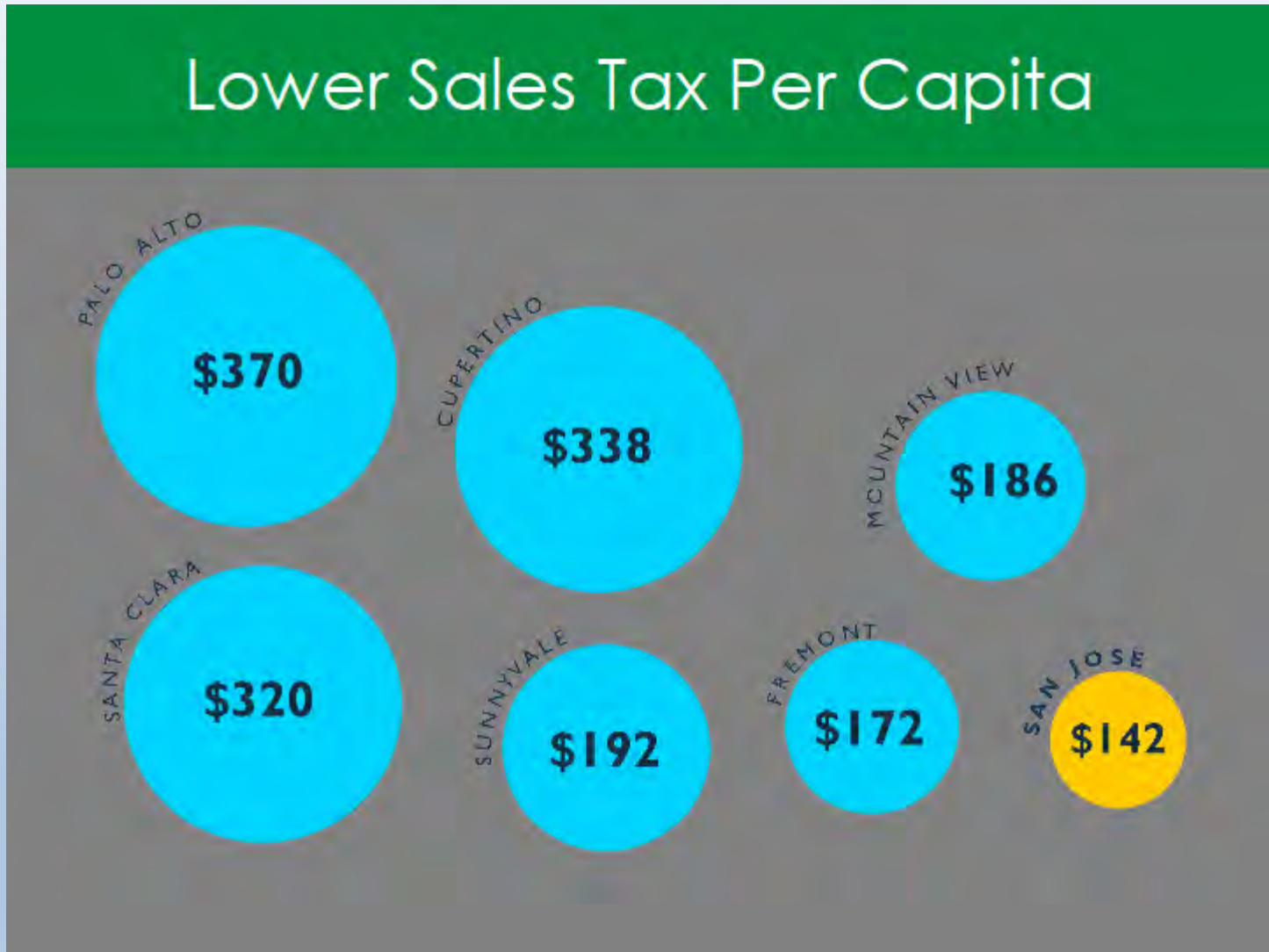
\$192

FREMONT

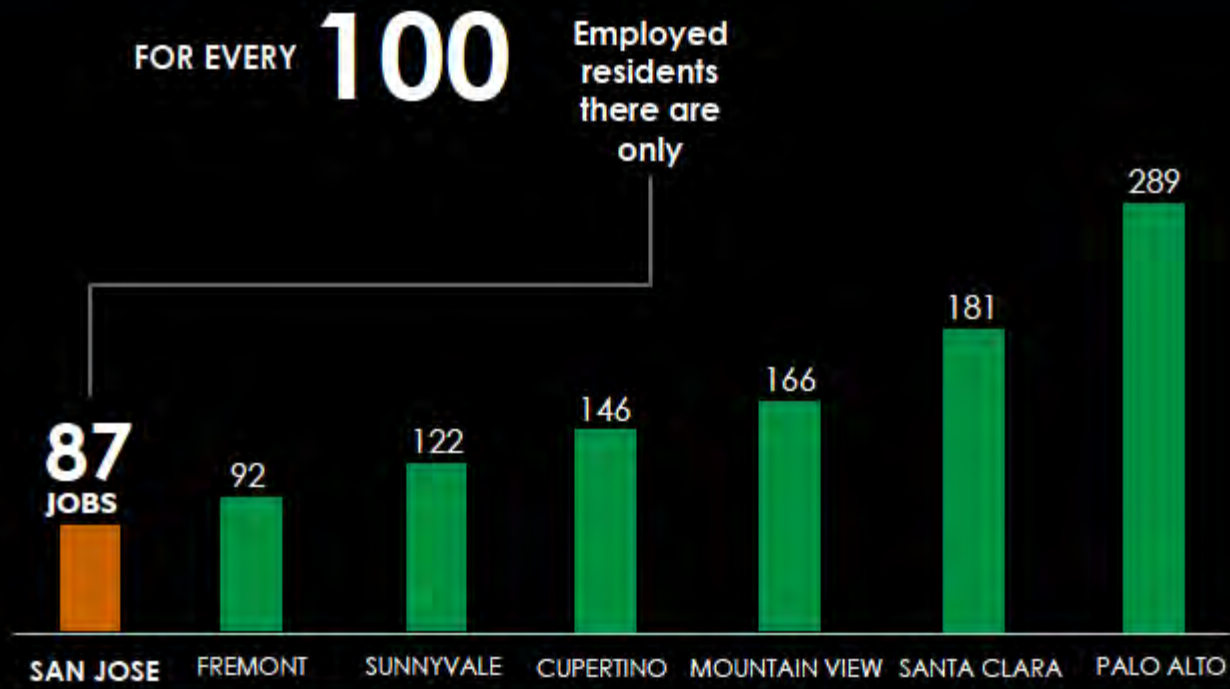
\$172

SAN JOSE

\$142



Jobs Per Employed Resident San José vs. Nearby Cities



Source: Census, American Community Survey 2013

Stanford Environmental Law Society

“The Wages of Growth” (1971)

- **Loss of Civic Identity**
- **Destruction of Agricultural Land**
- **Aesthetic Loss**
- **Disappearance of Open Space**
- **Air Pollution**
- **Reliance on automobile transportation**
- **Endangered Wetland and Open Space**
- **Insufficiency of Countervailing Benefits**

The Legacy

- **Sprawl**
- **SFDU/Low Density Culture**
- **Governmental Fragmentation**
- **Job/Housing Imbalance**
- **Skewed Distribution of Tax Resources**
- **Auto-Dependency/Auto-Culture**
- **Traffic/Traffic Congestion**
- **One-Way Commutes**
- **Huge Challenge for Mass Transit**



Valley **POLITICS**

with Terry Christensen



- **Comcast Ch. 30**
Wednesdays at 8 p.m.
Saturdays at 9 p.m.
- **Or YouTube: CREATVSANJOSE**
- **Follow us on Facebook**

- **Currently: Assessor Larry Stone**
- **Coming Up: Out-Migration and Its Impact**