

third years of life of the new San Juan Unified district showed a growth in ADA from 29,856 in the final year prior to unification to 37,736 in the second year of unification. These are ADA figures which are lower than the actual enrollment, as we have explained before.

During this era of rapid growth some of the previously independent districts did not have space for all the students who showed up at the school doors. Most of the component districts had schools under construction or were making additions to existing buildings. Somehow though, all students ultimately had a school, a desk in a school room, and a teacher. The figures for growth in ADA do not tell you what they mean. The differences between 29,856 for 1957-58 and 37,736 for the second year of unification translate into 7,800 children in the three years of 1957-58, 1958-59 and 1959-60 to 1960-61 year when they reached 37,736. What do 7,880 children mean? They mean that somewhere over 225 rooms must be found or built wherever the growth is taking place. Two hundred twenty-five rooms translate into about nine new schools or additions to existing schools. Of course, there were not that many rooms yet available, so with double sessions and overcrowded rooms, the problem was temporarily alleviated. Many teachers in most of the schools had classrooms of 40 to 45 students. Everyone was aware of this great growth over the first several years of unification, mostly because the non-unified districts had been overloaded for several previous years themselves. Although it was not yet realized, the birth-boom years were to start slowing down so that projections of 50,000 to 65,000 students and more were never realized.

RECOLLECTIONS OF THE FIRST YEARS OF UNIFICATION

We have been very fortunate in obtaining reliable background information concerning the early years of the San Juan Unified School District. Several of our contributors were themselves responsible for the successful start and organization of the critical areas of operation, and they have graciously accepted requests for background information. They were there; they were the responsible managers—the ones whose day-by-day decisions helped to give San Juan Unified its early successful start.

A school district in today's world is more than a teacher in a classroom. First it is the parents in the house that get the children up and dressed in the morning and then off down the road or street to catch the bus. Then it is the bus driver knowing where to stop, how long to wait if the children are not yet at the bus stop but can be seen coming up the road. Then it's off to school where the custodians have swept and cleaned the building and the teacher is waiting at the door to greet the children. Isn't that what we hope? Fortunately, it is also true. We have often overlooked the sincere and dedicated efforts made by all the people involved in the transportation and building management in these large school systems. How do you get 30,000 to 40,000 children to school safely each day? It's a shared effort.

Transportation

Paul Rued was the unified district's first director of transportation. He sent us some remembrances of San Juan's transportation activities during and following the unification period of 1958 to 1979 when he retired. Paul said that in 1958 he had left the academic world of school administration — his last position was as a school-district superintendent — to become the director of maintenance, operation, and transportation for the San Juan Union High School District. In this position he became acquainted with the nearly 100 dedicated classified school employees. We want to remind you non-school readers that in school districts there were general terms to describe all school employees. These terms were "certificated" and "classified." To be certificated meant that you had to hold a teaching credential (or certificate) from the state of California and that you were in the teaching profession. To be a classi-

fied employees meant that your duties, whatever they were, did not require the possession of a teaching credential of any class or level. By Paul Rued's choice, he became a senior classified employee of transportation services during and following the unification of the districts. His remarks and recollections follow:

Much to the surprise of many of his colleagues, the undersigned opted in 1958 to leave the academic world of school administration to become director of maintenance, operation and transportation with the San Juan High School District.

In this position, he oversaw – really learned, observed, and gained respect for – about 100 dedicated and hard-working classified school employees.

Among those various classifications, it would be less than honorable to not confess that his main interest lay with the well-oiled and smooth-functioning school bus fleet of approximately 38 buses, manned by the late Glenn Hughes and longtime crew members, including Paul Clark, Bill Kaufer, Bruce Warner, Ballard Stahlman, and the many drivers involved. Buses were thoughtfully parked at three of the four high school campuses being served.

Dead-head driving of buses (that is, driving an empty bus) was obviously minimized, plus proving more convenient for drivers to work closer to their respective homes. It was reported that the overall area of the district was something like 75 square miles.

In 1959, it was determined by the overall electorate of the area that the five elementary school districts within the high school boundaries should join in one body to be known as the San Juan Unified School District, effective July 1, 1960. This was to result in one administrative unit comprising more than 40 individual schools serving all grades from kindergarten through 12.

Planning for the new district became the first priority for the board of education. A superintendent was quickly named and he began the detailed organization for the burgeoning new district. Among his very first actions was the selection of his cabinet members who really were to become his top level of administrative personnel. Longtime Arcade School District Superintendent James Cowan was quickly named to be the assistant superintendent in charge of business.

In sort of hazy retrospect, it took considerably longer to name the next set of management people to serve under the various assistants already selected.

Upon reporting to work one morning in the spring of 1960, it was learned by Rued that he had been appointed transportation director at the previous evening's school board meeting. He made a quick call home. A nice dinner out that night followed the coveted news.

At this point, concentrated planning was necessary to field a working system for pupil transportation when schools were to reopen in early September after the summer recess.

Examples follow:

1. How many buses? Inventories had been: Arcade - 12, Arden-Carmichael - 18, Fair Oaks - 4, Orangevale - 6, Sylvan - 6, and San Juan - 38, for a total of 84 buses.
2. What would be required to have the buses mechanically ready? How many would actually be used? What was the best method for re-lettering all the buses with the names of the new district on both sides? Plus, where were they to be parked?
3. Personnel: Who from among the merging systems should have leadership assignments? Should drivers be cross-trained, since most were formerly familiar with only primary (now elementary), intermediate (now middle), or secondary riders? How would buses and routes be assigned without offending?

The aforementioned Glenn Hughes from the high-school district had served long and well, having spent more years in the business than any other; having proven his success as a master mechanic, he gained the maintenance supervisor role.

Discouraged by Mr. Hughes' selection, Norman Harper, who had been head man of the Arden-Carmichael buses, chose to leave district employment. Mr. Harper re-joined the department within the year as a lead mechanic in the larger of the two bus garages.

The lead responsibility for the second bus garage was assigned to Ernest Dieterich who had managed transportation for the incoming Orangevale district.

Tony Mutoza, an extremely popular Sylvan district supervisor, agreed to assume the new tire service department, which was to be housed in the former Arcade School bus garage. Tony was a strong young man who could handle wheels, high-pressure tires, and disgruntled drivers suffering flats – sometimes en-route. In the 20-year period this writer had officially worked with Tony, he was a one-man department for the most part, with never any injury reported from some very heavy and dangerous duties.

Head bus drivers were named, originally from representing departments, to direct the fleets and the determined satellite locations. Veterans Paul Clark, Al Gannon, and Bruce Warner were named. Over the years there were transfers and retirements. Successive head drivers (ultimately named supervisors) included names like Katie Harper, Leon Jeffcoat, Betty Bronson, Pat Sneed, Ken Hess and Ed Douglass, all of whom served extremely well during their respective watches. Sex discrimination was obviously not a problem.

An additional fleet of vehicles became necessary when Assistant Superintendent Herb Winterstein of the member Arden-Carmichael district called to advise that their 30+ special-education contract drivers really belonged in the general transportation division and that became the case overnight.

The special education ladies drove their family cars on contract and were responsible for four or five passengers each day. Mrs. Orrin Endear had been the full-line manager of that group and she was happily accepted into the new, even larger department. At that time handicapped children from a tri-county area (Sacramento, Yolo, and Placer) were enrolled. Now there were more than 100 drivers, all transferring into a whole new environment.

Special education drivers were paid on a daily mileage basis and they used modern mid-size family cars. At the time of unification, compact cars (Ford Falcon, Chevrolet Corvair, Studebaker Lark) came on the market but were not practical for transporting five or six students to school. Insurance coverage was required for private cars involved in school busing, and it was becoming difficult for the special-education drivers to qualify.

Compact cars, insurance problems, and annual requests for increasing mileage allowances prompted the department to replace sedans with leased station wagons. In-service private carriers were given time to pay off car payments and reassigned to the bigger cars maintained by the district. With the advent of Ford, Chevrolet, and Dodge vans in the mid-60s, the station wagons were replaced.

Back to the beginning, there were now more than 100 drivers on board and ready to fit into a much larger division than had been experienced to date. There was much anticipated speculation among them. Pay would be of interest. The district wisely matched all hourly rates with the highest previously paid within the group.

After pay came concern for how the routes would be organized, how many daily hours and who would get the newest buses (and there weren't many). It was determined that one concept that would probably work was seniority. Drivers of the big buses had previously worked 4 to 5 hours daily. With the slip schedules now accepted (high schools started at 7:45

a.m., intermediate (now middle) at 9 a.m., and elementary at 8:15 and 8:45 a.m.), hours per bus would increase. Routes were prepared, buses listed and bid by each driver in order of his/her original employment date. Annual bidding for buses and bus routes has continued to this day.

As special-education people acquired district vehicles, they were accorded the same consideration. It was also determined that drivers of all buses, big and small, would be on the same pay schedule. Some complained that it was more difficult to drive a 79-passenger unit than a small special-education van. When offered an opening in the small-bus areas, there were no takers.

In all fairness, there were many important employees in the transportation division. For example (not in any intentional order):

- Bus drivers - 20 years, millions of miles, no on-board injuries; moving as many as 21,000 students daily with as many as 200 buses by 1980.
- Mechanics - faced with aging equipment (some buses were used 30 years), maintenance was first class. One accident and a broken brake block were the only things attributed to mechanical failure.
- Bus fleet supervisors - worked smoothly with as many as 50 drivers from many diverse backgrounds, able to effectively resolve parental concerns, capable of discreetly keeping the director in tow. Incoming new enrollees would have bus numbers and times by the second day.

If this report contains old systems and the life work of currently old people, please be assured that those involved gave their best. The old timers are quick to note that they didn't have all the current advantages of computers (except for payroll), power steering on big rigs (until after 1957 models) and big-rig automatic transmissions, on-board video cameras, two-way radios (not even one-way), and on-board matrons for special education students.

Thanks for the cherished memories! Respectfully submitted Paul L. Rued

Maintenance and Operation

In addition to Mr. Rued, another experienced educator was appointed manage the maintenance and operation (M&O) responsibilities of the new district. This person was Ellis "Park" Schuler, former assistant superintendent of schools for the Arcade district. He also had been superintendent of schools for the Folsom-Cordova School District previous to his employment at Arcade. These men, who were now to work with the classified employees, had been classroom teachers, then principals, and finally superintendents, so they were well acquainted with the responsibilities of administration and supervision.

Mr. Schuler sent us the following information concerning his new responsibility for the maintenance and operation of San Juan Unified. M&O work included the custodians, repairmen, carpenters, plumbers, gardeners, in other words, people who did all the work dealing with the buildings, the sites, the gardens, the fencing, the sewers, the washrooms, and the daily (now every two days) sweeping of every room. Mr. Schuler's contribution follows.

When the unified district was formed, each of the six districts had its own rights, rules, and procedures regarding M&O. As in the other divisions, the need was to organize these six districts' M&O operations into a unified procedure as much as possible. To put this in motion, M&O was divided into three areas: custodial, buildings, and gardens and grounds.

Custodial Operations

A supervisor of custodial services was appointed to head up the department. Four custodial supervisors under him had the responsibility of seeing that the system was working satisfactorily. One was to lead the high schools, one the 7-8 centers (now middle schools), and two to lead the elementary schools.

A concentrated study was made of each school, keeping in mind the similar and varying needs of each school because of age, size, floor plan, and type of construction. The schools were staffed with custodians adequate to keep the buildings clean and comfortable. A lead school custodian was appointed in each school and his/her crew was scheduled so as to have one on duty 24 hours a day in the high schools and 7-8 centers, and at least one on duty in the elementary schools. This arrangement proved to be a big deterrent to fire, theft, and vandalism. It also made it possible to have a custodian present at all night functions.

All cleaning procedures, tools, and cleaning supplies were developed by M&O and obtained through the district's purchasing department. All items were delivered by custodial supervisors, eliminating the possibility of purchasing and using any materials or equipment by school personnel without the approval by M&O.

Through the dedicated direction of custodial supervisors, the school custodian, and school personnel (principals, teachers, etc.), the system worked quite well and seemed to do so when the M&O director retired in 1972 after 12 years of service.

Building Maintenance

As in the custodial branch, the supervisor of building maintenance was appointed and was the leader in the trades (electrical, plumbing, carpentry, welding, heating/cooling, locksmith, painting, glazing, etc.).

It was difficult to establish an ideal procedure for buildings because of the before-mentioned differences in the buildings; therefore each building had to be treated in its own right, based on emergency needs and general regular needs. A general form was developed to be used by school personnel requesting aid. These work-order requests for the most part were delivered to the M&O office by district mail. Emergency needs were called to M&O by telephone. These were categorized at the start of the day (6 a.m.) by maintenance staff as to need (emergency, etc.), with priorities assigned, then given to lead men by the building supervisor for the follow-up. Unfortunately, because of lack of funds and manpower, emergencies took most of the day. In viewing these requests, the goal of the maintenance department was to keep the schools open and operating, and keeping the students in a pleasant and comfortable surrounding. In this writer's opinion, building maintenance is by far the most frustrating area in all school districts. As long as lack of funds exists, the situation will exist and even get worse.

Gardens and Grounds

When unification took effect, the same general situation and problems were present. Some 80 sites existed that required constant general care: lawns, playing areas, athletic fields, trees, shrubs, etc. There existed some 300 acres of lawn and turf with sprinkling systems, drainage systems, blacktop, etc.

A supervisor of gardens and grounds was appointed and a procedure put together whereby

each school would receive the same quality of care. A resident gardener was placed at each high school with the necessary tools and equipment to maintain the site, except for the large lawns and turfs. A part-time gardener-custodian was assigned to the 7-8 centers. Roving crews of gardeners were responsible for some 7-8 center work and the elementary sites. They were regularly scheduled, moving from site to site. Large 6-gang mowers were scheduled throughout the district, mowing all large playing turfs. A mobile crew operated about the district repairing sprinkler systems.

Most heavy work – blacktopping, trenching, grading, etc. – was organized by M&O and put out to bid.

Also another important item that played a big part in our operation was the establishment of a radio communication system between the M&O office and key maintenance personnel in the field. Each lead vehicle (electrical, plumbing, etc.) was equipped with a 2-way radio. Each worker was required to keep in constant contact with the M&O office as to where he was going, when he got there, what he learned there, thus saving countless hours and miles.

Since our jobs were dedicated to keeping the schools open and going, we dealt with emergencies first and as quickly as possible. Our reward was that I cannot recall any time when a school had to close down because of M&O's lack of attention during the first 12 years of the life of San Juan Unified.

Special Services

So far we have recounted the establishment of San Juan Unified's transportation and maintenance and operation systems, so we can say we now have the students transported to schools which are open and clean, and the lawns mowed. But what about the special services needed to help the classroom teacher? The following is a brief history of the special services provided by a new organizational structure established just after unification. Joseph R. Ferreira, Ph.D., was director of research and consultant for the gifted children program after unification and became associate superintendent of business/personnel/special services and then administrator of special services when he retired in 1987. He wrote the following account of how these necessary services were organized to function within the departments and/or schools under unification.

Pupil Personnel Services

The director of the high school guidance program, Dr. Bill Stoner, was appointed as the new director of guidance (high-school level), nurses (with a nurse coordinator), and school psychologists (there were four districtwide). In 1963 Dr. Stoner left the district to teach at University of Montana in Missoula, and Dr. Ferreira was appointed director of pupil personnel services. Over several years, middle school teacher-counselors were appointed (36 teacher-counselors at 11 middle schools). High-school counselors were provided with a departmental secretary; approximately eight elementary counselors were assigned; a total of 35 nurses were employed; 25 school psychologists were appointed; two child-welfare counselors and two work-experience counselors were added.

Research & Evaluation

At the time of unification in 1960, the new department of research and evaluation was established with Dr. Ferreira as its director. This was the first such department in Northern

California schools. The focus was on gathering data on students and programs, testing of student progress with published norm-referenced tests, and evaluating district reading and special-education programs and categorical programs such as Title 1. Subsequently Phil Oakes was appointed research and evaluation director (1963-1978) then Dr. Terry Housden (1985-1993), and now Dr. Chris Westphal (1995 to present). Staff members from the San Juan Unified district (Nancy Law and Larry Crabbe) went on to be directors of research and evaluation in Sacramento City and Elk Grove Unified districts, respectively. This department conducted research on retention, grading practices, attendance, drop-outs, and provided machine scoring of teacher-made tests. This focus on data and student performance is a major reason San Juan programs have done so well.

Special Education

The district has a well-deserved positive reputation for excellent programs for disabled students. Chilant Frenzell, formerly in the Arden-Carmichael district, was the unified district's first director of special education. Initially there were only programs for the mildly retarded (EMR) with more severely disabled students (those with physical handicaps) placed at Starr King Exceptional School (now the Ralph Richardson Center) and moderately retarded students at Laurel Ruff Center. Later, there were programs for educationally handicapped (EH), those in need of speech therapy (40 therapists), the hard-of-hearing, severely disabled (developmental centers) and eventually the present program with services for severely emotionally disturbed (such as autistic), as well as over 4,000 students with mild, moderate, and severe handicaps. In 1976 the district was one of six in the state to pioneer the master plan for special education; it became its own Special Education Local Planning Area (SELPA) and discontinued contracting with the Sacramento County Office of Education for special-education programs.

District Grants Office

Because so many grant opportunities started to become available in the 1960s, the full-time position of director of reimbursable programs was established to seek federal and state grants. Through the efforts of Jim Smith, Helen James, Robert Ogle, and now Jane Brant, the special projects program specialist, district has received millions of dollars in funding for students including in part: foster youth, bilingual, pregnant minors, American Indians, substance abuse prevention, student suspension/expulsion panels, staff training programs. Grant applications were required to be checked by business, personnel, and research and evaluation departments and the superintendent's cabinet before submission to the school board for consideration. Later they were submitted and approved for implementation contingent upon receiving the funding.

Community Services

At unification in 1960 Jim Winthers was appointed director of physical education, athletics, and recreation and was assigned to the secondary schools division. In 1966, Dr. Ferreira was appointed assistant superintendent of special services and Jim Winthers' department was renamed community services and assigned to the special services division. Over several years, this department developed many extensive programs for students: after school, evenings, weekends, and summer. In 1978, just before Proposition 13, 35,000 of the district's 50,000 students participated in summer programs. Staff included the director,

two program specialists (Jack Smith and Bill Mumma), 10 full-time community-school directors (one for each high school area) and a part-time community-school director for each elementary and middle school. Literally every imaginable positive program for youth was offered. A special program for outdoor education was located at Camp Winthers (originally known as Camp Arcade because the Arcade District had purchased the 80-acre site in 1958) at an elevation of 6,000 feet near Soda Springs. Jim was a genius at developing programs, getting things done, and motivating people to do things they didn't even think they could do.

Other Areas

The special services division took the lead in many other areas:

- Established the White House Counseling Center that still operates and offers professional counseling services to district parents, students, and staff.
- Developed a wellness program for district employees, urging exercise, sound nutrition, regular health checks, crisis counseling, employee-assistance program, and stress-management programs.
- Supported the development of a very effective primary reading program under the direction of Arlene Inglis, with the goal of students leaving the third grade reading at or above grade level. By the 1970s a full-time reading specialist was assigned to each elementary school. (Subsequently, due to budget cuts in 1990, the specialists were eliminated at each school.)
- Supported the development of programs for very able, talented, and gifted students including advanced placement and XL classes, rapid learner classes, and cluster groupings of very bright achievers.
- Supported the development of a department of staff development (under Marilyn Casstevens) to provide in-service training for teachers' support staff, and administrators.
- Created a citizens/parent group to monitor and support legislation to help schools. This group, Citizens Advocating Funding and Reform, was a part of the San Juan District PTA Council and included representatives from each school; it met monthly, contacted legislators, and testified before the state legislature. This group helped create the California Association of Large Suburban School Districts (CALSSD) which was established to effect educational reforms. (Subsequently the word suburban was removed from the association's name to reflect its member districts.)
- Initiated the drive to adopt a district policy of open enrollment (provided space was available at the requested school) and establish traditional, open, and fundamental school models.

Personnel

The following data and facts will give us a brief explanation of the important role of the district's personnel division which was, at that time, headed by William Cunningham. William Stadelman, who was then the director of classified personnel and later of certified personnel, was able to recall for us many of the necessary procedures and appointments which greatly contributed to the successful merger of the six districts and their personnel services. His comments follow:

The San Juan Unified School District became a legal entity on July 1, 1960, when five elementary districts and the San Juan Union High School District molded into a single

unified district. The six component districts became non-existent on that date, necessitating the reassignment of the top management personnel from each district above the level of principal into positions in the newly unified district. The Personnel Division faced many problems which had to be solved in order to get the new district "off the ground."

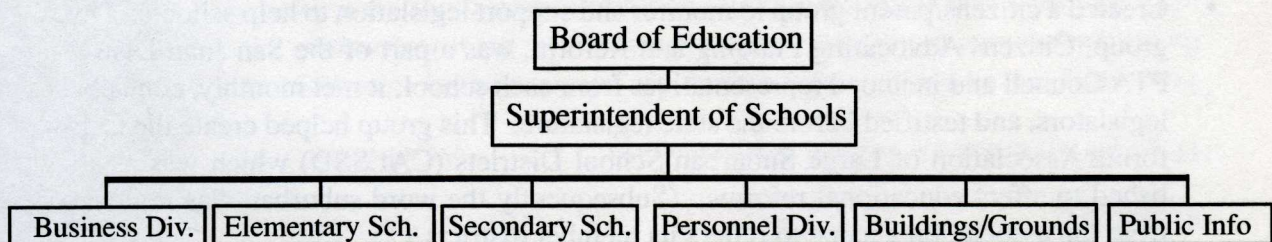
State law stipulated that all employees from component districts were to be absorbed into a unified district without experiencing reduction in salary or benefits. Because each component district had its own salary schedule, the salary for the same positions varied greatly. As an example, the salary for elementary school secretary in one district was more than double that of the same job title in another component district. Time was a big factor too, because we had to quickly equalize the salary schedules so the employees could receive their salary warrants (paychecks) by the August payroll date. Involvement of the employees in discussing salary issues was given a high priority and many meetings were held to accomplish this. Needless to say, money was (and has continued to be) a sensitive issue!

Another responsibility of the Personnel Division was the hiring of new employees in all categories – classified (non-teaching), certificated (teaching), and administrators (managers). In retrospect, a later study showed that from 1962 through 1970, the district hired more than 500 new teachers each year due, in part, to the increasing number of students and therefore new schools being constructed to house them.

The Personnel Division was also responsible for processing applications, checking references, verifying credentials, maintaining personnel files, hiring substitutes, and complying with the many legal provisions related to employment and personnel administration.

Most of the Personnel Division's responsibilities required a high degree of coordination with other divisions in the district. For example, the personnel and business divisions had to use a collaborative approach in dealing with payroll functions. One can readily see the tremendous responsibilities of the new superintendent of schools in leading the district.

The organization of this district was a top-level management format, which provided a simple basis for its eventual expansion.



In 1960-61 the district had 34,100 students and employed approximately 2,200 people and had 60 schools. By 1968-69 it had grown to 52,725 students, 3,503 employees and 79 schools.

Your author, James Cowan, also has some memories of what we went through with the salary schedules and placement and they are as follows:

Perhaps the most important and complex was the re-employment of all the existing certificated staff and the several groups of classified employees, as Bill Stadelman has mentioned previously. All the elementary and the high-school districts had their own requirements dealing with credits on the salary schedule for credential units and years of service. Some districts were more generous with credit for years of teaching service in other school systems and in accepting college and university units earned at summer schools.

It was necessary to hold special meetings concerning the new proposals for the unified salary schedule and how the existing schedules and their employee placements would be adjusted to a new proposed schedule for the unified district.

Fortunately the proposed salary schedule for the new San Juan Unified district was somewhat better as proposed than the several existing schedules of the elementary districts. The high-school-district schedule was better than any of the elementary-district schedules so the proposed amounts to be paid for each step were generally better than the existing elementary schedules.

Among the several items common to school district salary schedules were the following:

- The range from a beginning step to the top. This would include the amount of the annual increases per step and the years of service required to attain the highest step.
- There was also the need to determine the amount of out-of-district credit that would be allowed for teaching experience elsewhere.
- There was a need to determine how much credit would be allowed for units earned after the basic credential and graduation.
- There several adjustments necessary to credit a differential between the elementary teaching credential and the general secondary or high-school credential. In general, at that time period, a general elementary teaching credential could be earned by a four-year college course whereas the general secondary credential required five years of college or equivalent training.

A successful salary schedule needed to accommodate all these differences. So as the unification process proceeded to its conclusion, all employees, including the non-teaching classified groups, had to be re-evaluated in terms of the years of service the training required, the increased responsibility in several cases, and in the units earned and/or required for the credential needed in the new jobs or responsibilities.

Fortunately the elementary and high-school districts had kept necessary records and were available to adjust certificated people to the proposed new salary schedule. The one certificated salary schedule was accepted largely without disagreement primarily because almost all employees gained better monthly salaries and improved annual contracts. Any disagreements which occurred were adjusted by the new school board as mentioned the proposed new district salary schedule.

The new district salary schedules now would have larger numbers of both certificated and classified job titles and classes or steps within each position title. The net result was an overall better salary schedule, meaning higher possible step raises and future growth.

Perhaps only the superintendents of the component districts were required to accept less pay in their proposed new positions and that pay was less than what was paid the new superintendent of the unified district. At least for the first year, all the previous superintendents of the elementary districts accepted new jobs as assistant superintendents or directors. Only the high school district superintendent left at unification for a similar position elsewhere. The Arden-Carmichael superintendent left after the first year for a superintendency in another state.

Payroll

Leona Schmidt became payroll supervisor at the time of unification and remembers working "nights and weekends checking lists upon lists of names to make certain the right deductions were made." She

recalls working late in the evenings in the boardroom giving out paychecks (warrants) as the employees came in to receive them.

We later organized a system for delivering the checks to each of the schools. One event that stands out in my mind when I think back is after all the checks were delivered, we had missed Dr. Ferd. Kiesel's check! Nothing like not having a check for the superintendent of schools!

Food Services

Following are the recollections of Maude Larson Burns who, at unification, became the supervisor of the elementary schools food services program:

Some time ago I received a phone call from Jim Cowan. Normally we keep in touch only at holiday time, so I was surprised when he called to give me an assignment, especially since he was no longer my boss. He wanted me to write a brief history of the food services operations at the time of unification in 1960. After a few remarks like, "You are the oldest one left," and "There isn't anyone else around that was there," and "I'm sure you can do a good job," I agreed to his request.

Considering the status of the San Juan Unified School District at the time of unification, all schools, both elementary and high, had an ongoing lunch program that was very fine and doing a splendid job of feeding some 30,000 students and staff at 59 different sites.

When July 1, 1960, came, all that changed. Trying to put six districts together as one was a horrendous task. There were four high schools in operation and two more were to open in 1960; 48 elementary schools were running with five more to be opened in 1960.

The director of the high school district's food services program, Joe Barry, was hired to be the food services director of the unified district; this was a 12-month position. Maude Larson was appointed the elementary food services supervisor with overall responsibility for 53 schools; hers was also a 12-month position, as was the high school food services supervisor position which was filled by Georgia Switzer; she was responsible for six high schools. There were three elementary coordinators in 10-month positions: Evelyn Bolen, Ellen Schroeder, and Rosa Blake.

Where to locate the food services staff was a serious question; seven people, seven desks, telephones, adding machines, etc., required considerable space. The first year our little department was moved to seven different locations in the district office. We shared space with the purchasing department, with community services, adult education, buildings and grounds, and accounting departments. At one time we occupied every room except the men's and women's rest rooms.

Each school site was staffed with a manager and the appropriate number of helpers based on the number of students participating in the lunch program. A delivery service to each school from the warehouse was established. The Arden-Carmichael District had the largest facility so for the first couple of years surplus commodities, paper supplies, etc., came from there. Produce orders were delivered weekly from a wholesale produce company, and milk was delivered daily to each school. Linens, aprons, towels were supplied to each school by a linen service.

Each manager prepared a weekly order sheet including groceries, meat, and paper goods. These order forms were picked up by the food services supervisors and coordinators and processed by the district office food services staff. Menus were made up by supervisors for the elementary Type A lunches; high schools were on à la carte menus which provided a

wide variety of choices for the students. Personnel from all the sites in the component districts remained on the job or were transferred and upgraded.

By the time school opened in September 1960, the elementary schools had approximately 275 ladies: a manager in each location, plus the number of helpers required to serve those students who participated in the school lunch program. The high schools were staffed with a manager, baker, and several cafeteria helpers, plus student helpers. There were two maintenance men who provided service to all the school kitchens. In the elementary schools the school secretary usually performed cashier duties, and the manager banked the daily receipts. The food services accounting department had a supervisor and two account clerks to process cafeteria business. The district's payroll department handled time cards and monthly salary warrants. Time cards were kept by each employee in the kitchen and picked up monthly by the supervisor who submitted them to the payroll department. Substitutes for food services were provided through the classified personnel office and sent to the food services supervisors for final placement. We tried to keep at least 50 substitutes on call. Each supervisor and/or coordinator was responsible for calling substitutes for the schools for which she was responsible. Needless to say, the first year of operation was hectic. However, the children were fed, the nutritional requirements for state and federal aid were met, and we survived. After several months of operation, the unified district's board of education commended the food services operation.

During the second and third years, many changes were made to improve the cafeteria operations. The fast-growing population in the unified district called for new elementary and high schools. Between unification in 1960 and 1966, the district had built four new high schools for a total of 10, and 14 new elementary and middle schools which now totaled 68.

To keep up with the demand, many new employees were hired and training programs were conducted constantly. Through the district's own staff and members of the state department of education's food services department, we were able to train employees at each school, and they became even more skilled and knowledgeable. The California School Food Services Association provided much professional growth support for the workers. Many of our employees were able to participate in school lunch courses given at state and junior (now community) colleges in record-keeping, work simplification, safety and sanitation, menu planning, and accounting.

New equipment was a major item. To keep up with the latest and most efficient methods of processing food for the students, Mr. Barry, along with assistance from the supervisors, directed the cafeteria purchasing for all the new schools. Fluctuations in surplus commodities caused food costs to rise and fall. Federal and state regulations changed, and free- and reduced-price meal regulations changed, causing additional accounting responsibility. Much paper work and information were called for to meet federal standards and requirements for students participating in the free-lunch program.

Several increases in the school lunch prices were necessary in order for the food services operations to be self-supporting. Each price increase cut student participation by five to ten percent, which sadly reduced the program's income. During the unified district's first 10 years, lunch prices were raised six times. Many changes had to be made to keep up with the rising costs of food, supplies, and salaries.

The need for new elementary schools had subsided and by 1970 there were 78 schools in operation. The time had come to think of closing some smaller schools and use cost-cutting procedures wherever feasible. Closing out some smaller kitchens meant transport-

ing food and meals from central locations. In 1966 several kitchens were closed. Staff members picked up prepared food at central locations, delivering it to schools where kitchens had been closed. Special containers and transport equipment were provided to keep the food either hot or cold during transport. Milk was still delivered directly to each school site. Lunches were served, the kitchens were cleaned up, and any leftover food was returned to the central kitchen. This type of service was used for many areas. Schools were now built without full-service kitchens, just service areas plus refrigeration. The concept of central kitchens and bakeries was being instituted beyond San Juan district and now being established many places in California and the nation.

Food courts and outdoor eating areas were set up at many of the high schools. Students liked this idea because they avoided having to waste time standing in long cafeteria lines. Restaurant and equipment supplies were catering more and more to this type of service. Prepared foods, ready-to-serve trays of frozen foods, breads, cakes, meats, burritos, and hamburgers were being introduced into the cafeterias. Now there was no need to bake breads, rolls, cookies, hamburger buns, and hotdog rolls. Just heat and serve. It became less expensive to buy the items than to prepare them. Contracts with suppliers to use our school commodities to prepare food, then sell it back to the schools, were even less expensive.

The purchasing department issued bids for supplying the following items: linens (aprons, towels, etc.), produce (weekly deliveries), wholesale groceries (bi-monthly deliveries), meat (weekly deliveries), dairy products (daily), bakery items (bread, rolls, buns, etc.), and garbage service.

Menus for Type-A lunches were carefully prepared to meet the nutritional requirements of the United States Department of Agriculture (USDA). Standard recipes were provided by the food services department of the state department of education and issued to each cafeteria. Assistance was provided by a state nutritionist to keep records in each kitchen. Daily records showing the nutritional value of food served which met regulations were required. Some of the schools had not been keeping proper records so training all managers was a "must" for the first year. The cash reimbursement, plus all the commodities we received, helped financially and also enabled us to provide good, nutritious lunches for the students.

Many unkind words were spoken,
Many tears were shed,
But with all the confusion
The students were always fed.

A chronicle of events over the first few years shows how fast changes had to be made with the growth of the unified district. Actions by the board of education were needed almost weekly to keep up with just the activity in the food service department to take care of new schools, new equipment, training, USDA regulations for both Type-A and free- and reduced-price meals, salaries, closing school kitchens, transport systems, and labor costs.

Unification was a tremendous undertaking which required complete cooperation from all departments. Although each component district thought its system was the best, the differences were gradually resolved, and San Juan Unified School District's food service department and its operations became a model for many districts throughout the state and the nation.

Thank you for the privilege of adding a chapter to this great history.

The Business Division and Purchasing Department

Here again we have been fortunate to obtain written information concerning the development and organization of the business and purchasing procedures which were necessary in the beginning of the new district and for the continuous operations in the following years.

Shirley Kurtz had been a key accountant and buyer in the Arcade district, so with her excellent background and experience, she inherited new responsibilities of a much greater scope in the new district. These job areas included purchasing at the district level and establishing purchasing procedures for the schools because there were items needed in differing amounts for many of the individual schools and programs. Along with purchasing were the related tasks of ongoing paying of the bills and the necessary advertising and seeking requests for bids when large quantities and/or bulk buying were needed. With over 60 schools including high schools which had offered many subjects, such as chemistry, it required ongoing buying to maintain the quantity needed for students' and teachers' daily work. Thus it was a complex and exacting business procedure.

The district also employed a business manager, Robert Michell, who had been the business manager for the Arcade district. He was of great help in the original organization of the many business procedures for San Juan Unified; later he was employed by the Elk Grove district when it was unified.

Mrs. Kurtz's comments follow:

From September 1961 through June 1963 the responsibility of the purchasing department operation was mine, especially after the business management study in the spring of 1963 and the increasing workload of the duties of the business manager. I was assigned the complete responsibility for the purchasing department and reported directly to the assistant superintendent of business (Dr. Cowan). I was also made a staff member of the business council.

At the time of unification each elementary school district had operated under its own purchasing policies and procedures. In the high school district, each high school negotiated its individual prices, and as long as the purchase was within the budget allotment, a purchase order was written.

After unification, the purchasing department staff worked from a decentralized purchasing procedure toward a completely standardized purchasing program. This required a tremendous amount of study, time, and effort. For the 1963-64 school year approximately 75% of all purchases were items obtained through advertised bids and much of the remainder through buyer quotations. This will highlight the following areas of progress.

Stores Items

Working with the Director of Instructional Supplies and his committee, we developed a standardized list of 623 items which were stored in the warehouse and delivered to schools and departments. Also stored in the warehouse were custodial supply items consisting of 273 items and elementary P.E. supplies consisting of 54 items. In developing these standardized lists we worked closely with the Chief of Operations and the Director of Physical Education and Recreation. All items were bid once a year for shipment in July and January. Warehouse space was at a shortage; therefore, the double shipment was essential. Through this procedure some of the lowest prices in California were obtained.

Standardized Supply Lists

During the early years standardized lists for the following areas were developed:

Science supplies	P. E. Supplies (boys & girls)
Drafting supplies	Electronic supplies
Athletic supplies	Industrial arts supplies

All of the above listed areas were bid on a year's basis. Printed lists were distributed to individual schools. Orders were placed as needed throughout the school year using bid prices. In order to develop these lists, it required working closely with the department chairs in the schools.

We feel we should point out the importance of rapport between the instructors and the purchasing staff. Some of the techniques used in private industry would not work when buying for over 2,000 professionally trained educators. By working with the instructors, good public relations were established, and this did not hinder the ability of the purchasing department to buy at the lowest possible cost.

State Building Program

Furniture and equipment items, purchased through the State Building Funds, were bid on a yearly basis. These same bids were also used to purchase replacement items and new equipment through the general fund. A sample bid consisted of 657 items, including such areas of classroom furniture, audio-visual equipment, homemaking equipment, industrial arts equipment, music equipment, science equipment, and physical education equipment.

Cafeteria Food and Supplies

Through efforts of the Director of Cafeterias and the purchasing department, yearly contracts were bid for the following areas:

Potato chips	Bakery products
Cafeteria paper supplies	Cleaning supplies
Candy	Meat & Meat By-products
	Equipment & Supplies

Dry stores were bid on a three-month basis in order to allow the vendors to quote on fluctuating market prices.

At the time of unification an intensive study was made of the rules and regulations of the Department of Agriculture, Bureau of Milk Stabilization. It was considered impossible at that time to receive competitive prices on dairy products. However, a unique system was developed by the purchasing department which enabled the district to make tremendous savings in this area. Our procedures were copied by other school districts in California. Over 95% of all cafeteria purchasing was done on a bid basis.

Maintenance Supplies and Services

All project contracts for paving, fencing, reroofing, and painting were let through the purchasing department. Yearly contracts were bid for glass, pest control, fire extinguisher refills, and light bulbs.

Transportation

All purchases of buses and automobiles, or leasing of automobiles, were bid by the purchasing department. Tires and recapping were also put out to bid. After considerable study with other school districts and private industry, bids were let for the 1964-65 school year for standard repair parts.

Inventory Control

During the 1961-62 school year the purchasing department absorbed the stores inventory control accounting. All requisitions for warehouse supply items were posted on the IBM 632 machine by the purchasing staff. This extra assignment was accepted by the department with no additional staff. This control was for inventory purposes and individual budget appropriations for stores items and physical education supplies. In some large school districts the warehousing functions were the responsibility of the purchasing agent. This assignment of additional responsibility was satisfactory.

With almost 10 years of school purchasing experience, I had personal knowledge of major distributors and salespeople in all areas. Because San Juan was a rapidly growing school district, our account was handled by factory representatives. Unlike private industry, vendors called upon school buyers constantly to introduce new items and inform us of new product advancements. Approximately 1,500 vendors were on our vendor supply listing. Many times salespeople were helpful in the technical detail writing of a specification. The responsibility of reviewing and rewriting the specifications had been mine.

During the first four years of unification, the San Juan district's purchasing department developed into a position of leadership.

The purchasing department consisted of the purchasing agent (myself, Shirley Kurtz), two buyers and three clerks. Not one of the employees in the other positions had prior purchasing experience. I personally trained each employee. One of the staff began as a clerk and then was promoted to a buyer position.

Public school purchasing differs greatly from all other purchasing in that there are various state codes which set forth requirements and limit the purchasing agent in his/her ability to operate. I believe that private industry and other governmental purchasing departments do not fully appreciate or know the job that must be done by public school purchasing departments. I also believe that San Juan Unified's purchasing department ranks second to no other purchasing department as evidenced by the numerous requests we receive from other school districts and agencies for the district's bid specifications and purchasing handbook.

Effects of Unification on Curriculum and Instruction

Bart Lagomarsino, former principal of Encina High School and then assistant superintendent of the Secondary Schools Division in the mid-1970s and '80s, contacted retirees Cornelia Whitaker, secondary curriculum director, and David E. Hammond, math and science program specialist, for their recollections of the effects of unification and later years on curriculum and instruction. See Appendices P and Q for their comments.

The Camping Program and Jim Winthers

Many of us who worked to expand the educational experiences for all children had given much thought to the possibilities for outdoor and mountain camping as part of the summer activities. The following notes were taken from the *History of the Arcade District*:

One will find that in the booklet "Arcade Plans 1950-60" ideas for the future if we were to have a camping program where our urban children could learn more about the mountain outdoors.

This was realized in 1956 when a camp site was obtained through the efforts of Jim Winthers. He was one of the young men who returned from World War II, and then took four years of college on the G.I. bill. Many young men came to Arcade (district) from Sacramento State (College, now California State University, Sacramento) as student teachers; then after completing their practice teaching they were employed by the school district. Many of our experienced teachers took students into training to learn how to teach. This system became a major source for employment of new teachers in our ever-growing school system.

Jim Winthers, who served in Italy and was a veteran of ski troops, was a skiing expert. His love of the outdoors and recreation and his efforts for our children in outdoor activities became his life's work. At Arcade, after several years of in-classroom teaching, he became director of physical education and recreation. This job included after-school, Saturday, and summer-time activities.

He located acreage near Donner Summit which was being logged and which was available. Because of Jim's personal efforts, the owner agreed to sell, at a special price, the 80 acres, if (they) would be used for a summer camp for school children.

The district obtained the 80 acres for a total of \$4,000. The Arcade School Board agreed to this purchase even though school camping programs were considered a frill and not necessary for an education. We felt it was such a bargain that objections, if any, could be overcome.

It should be noted here that Arcade and the other growing districts of the North Area of Sacramento County were not part of any town or city. Other than fire and water and some park districts, there was no type of government to take on the development of suburban summer activities, so the school districts became the agency for recreation.

There was no opposition to the camp site, but it was felt by the superintendent and his staff that the development of the camp should be done by donated labor and materials. No money needed for the regular education program was to be spent on this project.

Fortunately there were, at this time, large amounts of war surplus materials available. This included tents, cots, mattresses, dishes, pots, pans, and eating utensils, in fact just about everything the camping program would require. A large home, it was learned, was to be demolished for the expansion of the Town & Country Village Shopping Center. It was purchased for \$1 (one dollar), and interested employees, teachers, custodians, and bus drivers joined in evening and Saturday work to salvage the lumber which became the tent floors and the storage building. Water was obtained from the lake adjacent to the camp with permission from Pacific Gas & Electric Company. These and many other donations enabled the district to start its summer camp program. Groups of sixth-grade boys and girls went up for a week to Camp Arcade, as it was called. Older students, such as the high-school cadets, went to camp as early as the melting snow permitted, and cleaned the area of

the winter debris and set up the tents. This camping program has been very successful and after one year's delay, the new San Juan Unified School District accepted and expanded the camp program which now includes opportunities for all the San Juan area children to participate in camping and other summer activities. In 1979 the camp was renamed Camp Winthers. In the 1980s a group of community and business people founded Camp Winthers Associates which made even more improvements to the site and facilities.

TEMPORARY CONCLUSION

By now, dear reader, you are aware that a great deal of information has been left out or was only covered by a remark or two. Actually, there are a lot of histories yet to be written about San Juan Unified School District.

Each of the present nine high schools deserve a history of their own. Many of the elementary and middle schools deserve independent write-ups since many of them have special programs that are successful and of interest to other districts in the state. Stories of progress developed by the San Juan area schools have been noted in newspapers and magazine articles here and elsewhere.

Then there are many of the teachers and principals whose life-long careers have been served in San Juan district schools. We must not forget that 40 years have gone by since the year of unification. That number of years means that almost all, if not all, of the teachers, administrators, and board members of the districts which unified in 1960, have now retired or passed away. We have been fortunate to have the help of several former and now retired teachers and administrators in writing up our San Juan history thus far.

Many parents do not remember or realize that the public schools in California retain a great deal of independence in efforts to develop programs for students over and above the required "reading, writing, and arithmetic." The San Juan district has many special programs that are known statewide and indeed nationally. Test scores reported throughout the years indicate high levels of student success.

Have there been some weak spots in a school or two? Of course there have been programs that were not or have not been as successful as the teachers and principals wanted. This is only normal, but the overall success of the San Juan schools has given all of us the right to be pleased and proud.

As you will have noted, there were several assistant authors to our history thus far. We want to express special thanks for their help. In addition, however, your principal author is responsible for any errors or mistakes in our history. Naturally, we all have recollections that can be told in different fashions, always knowing that stories and events can be told with individual emphasis, depending on the teller.

As a life-long student of history, I hope we have told the San Juan story in a down-to-earth fashion that was interesting to read. We hope you will note that the history of the San Juan Unified School District has thus far only been started.