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### Analysis of the minutes of the school board of the Cascade Montana public school to determine school board policies and procedures

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AN ANALYSIS OF THE MINUTES OF THE SCHOOL BOARD  
OF THE CASCADE, MONTANA, PUBLIC SCHOOL TO DETERMINE  
SCHOOL BOARD POLICIES AND PROCEDURES

by

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B.A. College of Great Falls, 1952

Presented in partial fulfillment of the requirements for the  
degree of Master of Education

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Approved by:

  
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## CHAPTER I

### INTRODUCTION OF THE PROBLEM

There is a growing interest on the part of professional and lay people in written school board policies. Policy making and policy application are in operation in all school systems whether or not an official collection of these policies exists. School operation can be more consistent and carried on more easily if the school board minutes are analyzed and written school board policies are developed.

### THE PROBLEM

Statement of the problem. The purpose of this study was to develop a set of policies and procedures based on an analysis of the school board minutes for the Cascade, Montana, Public School.

Justification of the study. This study was designed to assist in carrying on public school education in Cascade, Montana. In keeping with this design, this study will be used to help the school board members and the school administrator to understand their school policies. The development of handbook for teachers and students may also be assisted by this study.

## DELIMITATION OF THE PROBLEM

Time. This analysis was concerned with only the minutes of the school board from August, 1936, until June, 1956. This twenty year period was considered sufficient to provide the information necessary to this study.

School board minutes. This study proceeded with the assumption that school policies had been developed in the minutes of the school board and that the problem was to analyze and organize those policies. No attempt was made to impose policies or write in policies that did not already exist in the minutes of the school board.

Law. This study was concerned with developing policies and procedures that dealt with discretionary action that a school board may take under Montana school law. No attempt was made to include that which is written school law.

## RESEARCH TECHNIQUE

This analysis dealt primarily with the examination of the minutes of the school board. The method of examination is fully set forth in CHAPTER III, "The Development of Proposed School Board Policies and Procedures." The results of this analysis may be seen in the APPENDIX.

DEFINITIONS OF TERMS USED

Action. This term was used to mean motions to take action, action taken and approved, action taken and not disapproved, as indicated in the school board minutes.

Analysis. This term is used to mean the method of examination of the minutes of the school board to determine school board policies and procedures.

Handbook. This term refers to the material collected as a result of the analysis after it has been processed and placed in a binder to form a book of school board policies and procedures.

School. This term shall refer to the elementary school of School District Number Three, Cascade County, and to the high school of High School District "B," Cascade County, both of which are located in the town of Cascade, Montana.

School board. This phrase refers to the governing body of School District Number Three, Cascade County, Montana. It shall also refer to the governing body of High School District "B," Cascade County, Montana. These above mentioned two bodies are composed of identical membership and where permissible act as one body.



Policy. Policy was considered the method set forth by the school board to carry out discretionary action allowed them by written Montana school law. All action taken by the school board in regular or special sessions, as found in the minutes taken by the school board clerk, were considered to be aimed at establishing policy.

Procedures. These were considered those instructions given by the school board for implementing established policy. Procedures set forth the details of policy.

## CHAPTER II

### REVIEW OF RELATED LITERATURE

In Montana mandatory and permissive school law are set forth in the School Laws of the State of Montana.<sup>1</sup> The relationship between school law and written school board policy may be expressed as follows:

The board of education does not make written policy in regard to functions prescribed by mandatory law. In one sense state mandatory laws are state policies of education. They are established in order to guarantee that a minimum program of education shall be available to all youth.<sup>2</sup>

The above mentioned laws do, however, make provisions for discretionary school board action. An example may be seen in the following:

Every school board unless otherwise specially provided by law shall have power and it shall be its duty: 1. To prescribe and enforce rules not inconsistent with law, or those prescribed by the superintendent of public instruction for their own government of schools under their supervision.<sup>3</sup>

The exercise of discretionary actions by school

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<sup>1</sup>State Department of Public Instruction, School Laws of the State of Montana 1953 (Great Falls, Montana: Tribune Printing and Supply Company, 1954), 250 pp.

<sup>2</sup>Max S. Smith and W. Ray Smittle, The Board of Education and Educational Policy Development (Ann Arbor, Michigan, Edwards Brothers, Inc., 1954), p. 1.

<sup>3</sup>State Department of Public Instruction, op. cit., Chapter 16, Section 75-1632 (1015), p. 46.

boards when properly organized become the policies of the school board.

Max S. Smith and W. Ray Smittle list the following advantages to be gained from a school board operating under a set of written policies:

1. Assign responsibilities to each member of the administrative, instructional, and non-instructional staffs. Consequently, the competency of each staff member can be objectively determined.
2. Interpret effectively the needs of the schools to community groups.
3. Resist the day-to-day demands of individuals and groups who seek preferential treatment by the board.
4. Devote more time to the study of current school problems and to finding satisfactory solutions.
5. Maintain more wholesome and cooperative working relationships with professional and community groups interested in schools.
6. Help new members to become oriented quickly to the functions of and working procedures of the board of education.
7. Encourage all employees to become members of the team with each one understanding the relationship of his work to the total educational program.<sup>4</sup>

Approaches to the development of policies are varied. Harry M. Tamplin proceeded by surveying current literature. He next examined the minutes for a five year period and interviewed board members, past and present. Consideration was then given to policies in operation in other schools.<sup>5</sup>

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<sup>4</sup>Smith and Smittle, op. cit., p. 2.

<sup>5</sup>Harry M. Tamplin, "Proposed School Board Policies for the Stevensville, Montana, Public Schools" (unpublished Master's Professional Paper, Montana State University, Missoula, 1953), p. 48.

Max S. Smith and W. Ray Smittle suggest the first step be the examination of the minutes. They would next classify policies into areas and organize committees to revise policies. In the meantime the school board would be reviewing the policies. The final outcome would be an evolutionary development.<sup>6</sup>

Gerald B. Effing in developing a policy book first defined a policy. He then went to the minutes and extracted all policies and segregated them into areas of policy. Policies were arranged by date to check for revision and amendment. Next the state system of codification was applied. Last, he made recommendations and checked with officials for correctness of his work.<sup>7</sup>

Examination of the procedures in this study will show a combination of these plans. Problems peculiar to this study required other steps.

Prior to this study the policies of the Cascade school board were to be found only in the minutes of the school board. The minute books were scattered and one book covering two years could not be found. Minutes found were hard to read; the organization of minutes lacked

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<sup>6</sup>Smith and Smittle, op. cit., pp. 24-25.

<sup>7</sup>Gerald B. Effing, "Codification of the Rulings of The Montana Board of Education" (unpublished Master's Thesis, Montana State University, Missoula, 1951), 197 pp.

consistency.

An analysis of a twenty year period was felt to be sufficient. This limitation was suggested by Max S. Smith and W. Ray Smittle who said: "The review of the official minute books by a board of education over the last twenty years will show the action that was policy making."<sup>8</sup>

The number of areas into which policies fell varied with each individual study. In addition to those areas indicated by related literature it was found that sufficient material was present in the minutes to set up still another area. Transportation problems were acted on by the school board a sufficient number of times to indicate need for a separate area.

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<sup>8</sup>Smith and Smittle, op. cit., p. 41.

## CHAPTER III

### THE DEVELOPMENT OF PROPOSED SCHOOL BOARD POLICIES AND PROCEDURES

For this study it was necessary to compare the methods used in related studies as was indicated in the chapter on related literature. Owing to the problem presented it was necessary to combine several methods of other studies and devise independently other methods.

#### INITIAL STEPS

First step. It was necessary to determine what constituted a school board policy. It was also necessary to define procedures.

For this study it was decided to consider a policy as a broad, general statement of methods. Procedures were considered instructions given for implementing policy.

Second step. Areas into which the policies found could be placed were then set forth. Related literature was again used. It was found after beginning the analysis that it was necessary to create another area of policy for transportation. The areas set forth dealt with board operation, administration, instructors, service personnel, property, transportation, and miscellaneous.

## EXTRACTION OF POLICIES AND PROCEDURES

Examination. School board minutes were examined and entries indicating policies and procedures were extracted. These policies and procedures are set forth in the Appendix.

Few single entries were found in the minutes which could be labeled policy. Procedures were found scattered throughout the minutes although they applied to one policy. Duplication of action was found. No revisions of policy were recognized but actions indicated changes had been made.

Filing. Each entry was put on a 4 by 6 inch card. Each card was headed with the particular area of policy and date of adoption. Cards were sorted according to policy areas and checked for duplication, revision, or repeal of policies or procedures. The latest action was used for this study. When entries from the minutes pertained to two policy areas, duplicate cards were made.

Policy determination. Where policies were indicated by single entries in the minutes, these policies were used. More often policies were not written out, and in these cases the entries found were summarized to determine the policies. Details for carrying out policies became procedures.

## ORGANIZATION OF POLICIES AND PROCEDURES

Page form. Policies and procedures were typed on 8½

by 11 inch sheets. One policy with implementing procedures was placed on each sheet. Each sheet was numbered and preceding each number was placed the policy area name.

An explanation preceded each policy area and sheets were indexed according to policy areas. On each sheet the policy was stated first. Following each policy were the procedures implementing the policy. Procedures were numbered.

The original outline did not call for dating the procedures. However, as this analysis progressed from the cards filed in the card index to the sheets, it seemed that it would add to the value of the policies if they could be referred to the minutes. It seemed that dating would tie this policy handbook and the minutes together. Another advantage was easy identification of policies that were many years old. The dates might also indicate the need for review of older practices. After each procedure, in parenthesis, was typed the date in the minute book where the procedure could be found.

Type of handbook. All sheets were punched to be put in a three ring binder. Sheets were indexed according to areas indicated in the second step as they were put into the binder. The binder was called a policy and procedure handbook. Having such a handbook seemed to have an advantage for additions could be inserted easily.



## DISPOSITION OF THE HANDBOOK

This study will be given to the school board for their consideration. The limitations of this study make it necessary that consideration be given to the recommendations in this study before adoption of the suggested handbook. As indicated in Chapter V, many policies vital to school operation were not indicated in the analysis.

## CHAPTER IV

### ANALYSIS OF SCHOOL BOARD MINUTES

The material analyzed for this study was spread over the minutes of 270 meetings that were held in eighteen years. This covered a twenty year period. Minutes for two years could not be found.

The analysis of material selected from the school board minutes led to information that could be put into seven general areas headed as follows: Board Operation, Administration, Instructors, Service Personnel, Property, Transportation, and Miscellaneous. The content of the areas of policy is described in this chapter.

#### BOARD OPERATION

The area of Board Operation was indicated by 435 cards which could be sorted into five distinct policies with accompanying procedures. These were Board Action and Operation, Responsibility for Planning, Responsibility for Policy-Making, Responsibility for Evaluation, and last, Relations with Patrons and others.

Board action and operation. The minutes of the meetings indicated the time, place, and date of regular meetings. The meetings were to be held in the school on the

second Monday of each month at 8:00 P.M.

The order of business was established by summarizing cards on which the agenda of each meeting was entered. The order of business was as follows: (1) call to order, (2) reading of the minutes, (3) clerk's report, (4) superintendent's report, (5) business, (6) action on bills, (7) adjournment.

In addition to school board duties, as prescribed by law, the procedure of representing the district in matters of major concern to district education was established. Typical of three cards indicating this procedure was this entry in the minutes November 24, 1942: "The clerk was instructed to write the county superintendent recommending A.J. Beecher to replace the late W. Grimes on the board."

The procedure of joining the Montana School Board's Association was discovered. Seven cards indicated this.

The school board established as a procedure that they take part in improving education on a state level. Ten cards indicated this procedure for board action and operation policy. One entry January 10, 1955, read as follows: "A motion was made by A.J. Beecher, seconded by C.S. Moore that this board votes recommending a five man committee to check state athletic problems. Carried."

Responsibility for planning. The school board recognized its responsibility for planning for the future.

The minutes indicated school board planning for financing, care and replacement of buildings, the school calendar, and the school curriculum. An entry January 10, 1955, typical of seventeen entries, read as follows: "The figures of the budget balances were given and it was decided not to hire an extra faculty member for the school at this time."

Responsibility for policy-making. Action of the school board indicated that they felt responsible for making decisions that would be school board policy. It was recognized that such policies were necessary for administration of the school. It was further understood that such policies would have to be a part of the official minutes of the board. The following entry January 15, 1952, is a sample of three similar entries: "A.J. Beecher presented a letter he had received stating schools do charge for outside use of the gyms and that we have been in line charging for use of same." Two entries were made showing that the school board had the opportunity to approve the administrator's rules and regulations.

Responsibility for evaluation. Entries in the minutes indicated that the board felt that it was their duty to evaluate the schools of the district. Evaluation of student progress as indicated by testing and standing of the school as indicated by accrediting were procedures to be followed. The entry in the minutes March 11, 1946, which

follows indicated interest in accrediting: "The accrediting of the high school was discussed."

Relations with patrons and others. The policy of carrying on friendly, cooperative and just relationships was recognized as a necessary policy. Provisions for persons appearing at meetings were apparent. The entry following was found in the minutes of February 3, 1954: "Franklin Vanatta and Emerson Fowers attended the board meeting relative to teacher-student relationships-the matter was discussed and tabled for further information."

#### ADMINISTRATION

In the area of administration fifty cards were filed. These entries dealt with administrative personnel in general, and with the superintendent's duties.

Administrative personnel. Cards for this policy indicated the board policy of hiring administrative help. For doing this four procedures were indicated.

An entry in the minutes for August 9, 1954, indicated the procedure of reviewing all applications for positions in order that the district might hire satisfactory persons. This entry was as follows: "The applications received to date for superintendent were reviewed."

That the school board expected administrative personnel to maintain the highest professional standing and

keep themselves aware of the latest practices in their profession by attendance at professional meetings and other similar gatherings was indicated. The school board's feelings on this matter can be determined by the following: "A motion was made by A.J. Beecher, seconded by G. Wolfe, that the superintendent be given permission to attend the meeting in Lewistown." This entry was November 14, 1949.

Provisions were also made in this policy to take care of extra expenses incurred by administrative personnel. Extra expenses were considered those expenses above and beyond those normally expected of the administrator.

Superintendent's duties. The superintendent was recognized as the executive head of the school. In the minutes were found 49 entries dealing with executive duties.

Administrative responsibility for a public relations program was found in the minutes. A typical entry that indicated this responsibility follows: "Superintendent Lawson announced open house would be November 15." This entry appeared November 12, 1951.

Responsibility for supervising and implementing the curriculum were set forth in five entries. Typical of the entries was the following made on April 29, 1937: "Superintendent was instructed to confer with certain teachers relative to their doing better work."

The superintendent's duties in regard to handling of

money and the school budget were set forth in the procedures. The later procedure was indicated by this entry March 13, 1950: "superintendent Lawson gave the trustees the tentative figures we could go by in the foundation [program] for our new budget for the coming year."

The superintendent's responsibility for keeping the school board informed was set forth in twenty-two entries. The following September 14, 1937, entry was typical: "The superintendent reported on enrollment."

That the board expected the superintendent to carry on other duties was indicated by an entry March 13, 1939: "Superintendent instructed to engage commencement speaker."

#### INSTRUCTORS

This policy area was indicated by ninety-two cards. These cards in turn were sorted and indicated three distinct policies.

Selection of instructors. Entries in the minutes dealing with thirty-nine teacher hiring instances indicated the policy of hiring teachers that were qualified and competent. One procedure for hiring teachers was to select from nominations made by the superintendent. One entry March 9, 1953, read as follows: "Superintendent presented application and qualifications together with recommendations and his interview with Janet Jones."

Procedure for recommending the number of teachers to employ was indicated September 8, 1952, in the following entry: "Superintendent reviewed the teaching schedule and it was agreeable to get a teacher to fill in when and where necessary." Five entries enumerated this procedure.

Conditions of employment. The school board policy of setting conditions of employment so that instructors might carry on their duties in a manner conducive to good education was indicated by forty-three entries.

Entries indicated that the procedure of the school board had been to issue contracts for one year and that the Montana Education Association salary schedule would be the basis for payment. The following entry of March 7, 1955, read as follows: "Motion was made by A.J. Beecher, seconded by C.S. Moore to remain on the M.E.A. salary schedule."

Four procedures concerning sick leave, substitute teachers, leaves of absence and resignations were indicated. The following entry was found for March 12, 1956:

Sick leave for faculty members was discussed. Plans from other schools were presented and the following schedule was adopted upon a motion being made by C.S. Moore and seconded by George Wolfe. Carried. First year six days, second year six days, third year eight days, fourth year ten days, five years and thereafter fifteen days, with the additional clause that the teacher's regular salary extends for fifteen school days beyond that - one half day absence being considered as a full day.

The school board procedure in relation to retirement



and social security were set forth in additional entries.

Duties of instructors. Entries in the minutes indicated that the school board demanded a professional job from the instructors it employed. The following entry for October 13, 1941, indicated the board's attitude toward professional activity: "Teachers were authorized to attend convention." Other entries in the minutes demanded ethical conduct, employment of administrative rules and regulations, and responsibility for implementing the curriculum.

#### SERVICE PERSONNEL

This policy area deals with persons necessary to the operation of the school other than the teachers and administrators. The 112 entries found indicated five policies had been established. The first policy dealt with service personnel in general and the remaining four policies with particular service positions.

Hiring of service personnel. Entries established the policy of hiring service personnel to provide services needed to operate the school.

It was established as a procedure that the school board hire personnel nominated by the superintendent. The following was found in the minutes August 8, 1951: "Superintendent Lawson reported that Dwayne Pettapiece had applied for the job of bus driver."

It was established that all personnel, except the clerk, were responsible to the superintendent. Allowance was made for the hiring of part-time service personnel by the superintendent with the approval of the school board. It was further established that all eligible service personnel were to be covered by accident and retirement plans of the state and deductions made from their salary accordingly.

School clerk. As provided in school laws the school board shall hire a school board clerk. The policy was established that the clerk would carry out business assigned her by the school board in line with her position.

For this policy nine procedures were found. These procedures indicated that which was expected of the clerk and the conditions of her employment. Duties of the school clerk not already covered by school laws were set forth.

The procedure of hiring the clerk at the reorganization meeting each year was established as was the practice of setting the clerk's salary at this time. The minutes of the special meeting of April 18, 1953, had this entry: "Gladys Gessner was reappointed clerk for the ensuing year. Salary set."

It was established as a procedure that the clerk should keep records indicated by the board and make reports which the school board felt necessary. This entry

appeared in the minutes of September 8, 1952: "A motion was made by George Wolfe seconded by Arthur Beecher to have a monthly summary of the expenses of the busses, driver-training car and hot lunch program made and presented by the clerk."

Directions were given for the handling of warrants. It was further indicated that the procedure was to pay the clerk for extra expenses incurred in performing duties above and beyond that normally expected.

The clerk was expected to take the census, have the book audited and assist in drawing up the school budget. In eleven instances the clerk was assigned other duties.

Custodians. Analysis of the minutes indicated the policy of hiring the services of persons as janitors. Procedures were indicated by eighteen entries in the minutes.

Provisions were made to hire a head janitor. His duty was defined as cleaning and maintaining the property of the school district.

It was established that he should have a twelve month contract, salary set at the time of employment, and a two week vacation with pay. The minutes May 5, 1950, had this entry: "A motion was made by Arthur Beecher seconded by George Wolfe to offer Tom L. Jones a contract as head janitor at a salary of \$200 per month on a twelve month

contract with two weeks vacation with pay. All in favor. Motion carried."

Procedure for paying a bonus to the janitor was made. Provisions for hiring an assistant janitor were set forth. The school board ruled that the head janitor was to have the same sick leave policy as the instructors.

School lunch cooks. It was established as a policy of the school board that they hire service personnel to handle the school lunch program. Procedures for carrying out this policy were indicated by nine entries in the minutes.

The procedure of hiring help for the head cook was set forth. It was established that the district should send the head cook to the Bozeman hot lunch clinic at district expense. This entry appeared in the minutes April 11, 1955: "A motion was made by A.J. Beecher and seconded by C.S. Moore that Mrs. Martha Pettapiece be sent to Bozeman at district expense to the hot lunch clinic. Carried."

Bus Drivers. Policy for school bus drivers was indicated by twenty-seven entries in the minutes. It was established that the school board would hire qualified, competent drivers to operate the district busses.

Provisions for salary, bonuses, and extra pay were set forth. Substitute drivers were considered and the following procedure was indicated in the minutes: "A motion

was made by C.S. Moore, seconded by George Wolfe that substitute drivers be paid by the district, this amount to be deducted from the monthly salary contracted with the regular drivers, equivalent to the bus driver's pay."

Provisions for cooperating with neighboring schools on special occasions were provided for. It was further established as a procedure that drivers would be expected to carry out enforcement of bus rules and regulations.

#### PROPERTY

Policies concerning property were indicated by 169 entries in the school board minutes. The policies found dealt with grounds and buildings, equipment and the rental of property.

Grounds and buildings. The school board established the policy of acquiring land and buildings for use of the school in an amount sufficient to insure an adequate educational plant.

Procedures required an abstract and adequate insurance on property. An entry in the minutes for August 8, 1955, read as follows: "A motion was made by C.S. Moore and seconded by George Wolfe that an abstract be ordered on property owned by the district in Cascade, Carried."

Provisions were made for disposing of property no longer needed by the school. The procedure of cooperating

with the city to maintain grounds was established.

A procedure was established indicating the school board's desire to have the school property kept in a safe and satisfactory condition. The following was entered in the minutes for January 11, 1954: "Mr. Benzel, an engineer, was out and checked the building."

Equipment. It was established as a policy of the school board that they acquire equipment necessary to conduct a satisfactory educational program in the school. There were fifty-six entries in the minutes concerning this policy. These were divided into three procedures.

Entries indicated that the purchase of equipment was to be one way of acquiring what was necessary but that rental of equipment was also possible. The following entry was in the minutes of March 10, 1952: "A motion was made by George Wolfe, seconded by W.J. Beecher to pay Ralph Halverson \$20 for the use of his loud speaker and recording equipment. All in favor. Motion carried." Provision was further made in a procedure for selling equipment no longer of use to the school.

Rental of property. Ten entries in the minutes indicated a policy of rental of school property to responsible groups.

Use of the school gym by groups after approval by the school board and payment of a fee was allowed. The

following is an entry found in the minutes for February 2, 1954: "A motion was made by A.J. Beecher, seconded by George Wolfe that rent of \$10 per night be charged for the use of the gym. All in favor. Carried."

Provisions were made for the use of school equipment and classrooms by groups. Restrictions were placed on the use of the school piano for private lessons.

#### TRANSPORTATION

Entries established two policies for transportation. A policy on operation of busses and a policy on transportation payments were established by 135 cards.

Operation of busses. The school board established the policy of owning and operating busses. Procedures were indicated by fourteen entries in the minutes.

The purchase of liability insurance became a procedure to be followed. The following entry was found in the minutes July 24, 1937: "It was agreed to renew the insurance on both busses as has been customary in the past."

The following entry for August 21, 1939, indicated that a procedure had been established: "Rules for student conduct on busses were adopted." Cooperation with parents and with adjoining districts was indicated.

It was further established as a procedure that the government programs be followed. Review of bus operation

at each regular meeting and the use of busses for extra curricular school activities were indicated as procedures.

Procedures having to do with financing of bus operation were set forth. Equipment for busses was to be purchased only after careful comparison of prices. Charges for students riding busses from outside the district were provided for. Use of district busses was considered and conditions set forth for such use. The acceptance of payment from other districts for services rendered was approved as was the use of commercial transportation.

Transportation Payments. A policy on transportation payments was indicated by forty-three entries in the minutes. These made up four procedures to be followed in carrying on this policy.

The practice of paying isolated transportation in lieu of bus service was established as a procedure. The procedure of issuing regular transportation contracts in lieu of bus service was also established.

It was established as a procedure that the school board pay transportation costs of students on special school trips. The following was an entry in the minutes for April 25, 1938: "Three students who were invited to participate in the state scholastic contest at Bozeman were allowed \$3.60 each toward defraying transportation costs."

Payment of transportation to another district was



considered. Payment was to be made after careful investigation indicated such payment to be fair and equitable.

#### MISCELLANEOUS

These policies and procedures were those that did not come within other policy areas. Eight entries indicated three policies had been established.

Morals. The school board indicated its policy of protecting the morals of students. The following entry in the minutes for January 10, 1953, indicated one procedure as follows: "George Wolfe made a motion that girls that become pregnant, married or unmarried, should not be allowed to attend school. Seconded by A.J. Beecher and carried."

Student government. This policy permits the students to have a student government. Procedures put the organization under the school administration and stated that problems might be referred to it by the school board.

Health. The school board agreed to take necessary steps to protect and further the good health of students. Two procedures under this policy indicated their desire.

It was set forth as a procedure that the school board cooperate with the county health office for the acquisition of health services. Another procedure indicated that the school board wished to have a noon lunch program.

## CHAPTER V

### CONCLUSIONS AND RECOMMENDATIONS

#### THE METHOD OF DEVELOPMENT

Determining policy. Few policies as such were found written out in the minutes but rather many procedures were found that indicated certain policies existed. It was further found that some areas vital to the operation of the school, such as student control, were not covered sufficiently in the minutes to indicate policy. Owing to the lack of written policies and the subsequent inference of policy from the procedures many policies indicated in the Appendix are brief.

Formulation of policy. The analysis approach used in this study has considerable merit in that all that is found has its basis in the school board minutes. This approach has the disadvantage that some areas vital to school operation may be left from the minutes.

It was possible for one person to do most of the work involved in this analysis. However, before a person selects this approach to the development of written school board policy, he should examine fully the school board minutes.

There are several related studies available on written policy. These related studies suggest variations of the analysis approach used in this study making it possible to set up plans suited to a particular school.

#### RECOMMENDATIONS FOR FURTHER DEVELOPMENT

In order that this study be complete it was felt that some recommendations were in order. The comparison of the findings of this analysis and other similar studies indicate possible additions. Unwritten policies being followed by the school board, as observed by the author, but which are not indicated in the minutes suggest additions.

It is recommended that the school board evaluate the policies and procedures in the Appendix. Such an evaluation may bring to the front the necessity of further school board action.

It is recommended that where changes are necessary the school board make an effort to bring into the process those people to be affected by the policies and procedures. The final approval of all policies and procedures must, however, rest with the school board. It is then in order for the school board to adopt the completed work and incorporate it into the minutes.

Since school board policy is revised each time action is taken, it is recommended that provisions be made for continued revision of the policy and procedure handbook.

The superintendent or the clerk may be assigned this responsibility as one of their regular duties. It is also necessary that policies and procedures be made available to all interested people.

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**APPENDIX**

**Policy and Procedure Handbook**

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## INTRODUCTION

Much that governs a school board is prescribed by law. Some laws permit discretionary action by school boards. These policies and procedures are based on discretionary action of the school board. For written school law reference should be made to the School Laws of the State of Montana.

It is imperative that discretionary action be organized into official written school board policies. These policies and procedures give general directions for the administration of the school. They clearly define duties and fix responsibilities.

In this set of policies and procedures will be found those policies and procedures established by the Cascade school board from August, 1936, to June, 1956, by action of the school board when various problems were dealt with. For the benefit of those using these policies, each policy is numbered and preceding each number will be the name of the policy area. The table of contents precedes this handbook.

Procedures were considered to be the specific points set out by the school board for implementing policy. These are numbered and follow each policy. The date when a procedure was established follows each procedure.

The development of these policies and procedures was dealt with in the professional paper An Analysis of the Minutes of the School Board of the Cascade, Montana, Public School to Determine School Board Policies and Procedures by Joseph W. Lashway at Montana State University.

These policies and procedures do not include administrator's rules and regulations. Such rules and regulations are considered to be extensions of the board's policies and procedures and may be approved by the school board but are not a part of the minutes as board policies and procedures should be.

RESOLUTION OF ADOPTION

Resolved, that the school board hereby adopts the following policy handbook and the policies and procedures therein for School District Number Three, and High School District "B," Cascade, Montana. The policies and procedures contained in this handbook shall remain in force until revision shall be made according to the provisions set forth on the following page.

## REVISION OF THE HANDBOOK

This handbook may be revised, amended, or new policies added or old policies repealed at any regular or special meeting of the school board by a majority vote of the members.

The operation of any section of these policies may be temporarily suspended. This shall take a majority vote of the school board at a regular or special meeting.

This handbook is not intended to be final and unmodifiable, but rather it shall change as the aims and needs of the school change. It is expected that new policies will need to be developed and that from time to time old policies will be changed or repealed.

## BOARD OPERATION

### Explanation

The legal basis for education in District Number Three, and High School District "B," Cascade, Montana, is vested in the will of the people as expressed in the constitution of the state, the statutes pertaining to education, court interpretations of the validity of these laws, and the powers implied under them. It is the responsibility of the school board to carry out the law and consider and accept or reject the discretionary provisions of the laws. With this in mind the following policies and procedures were established for school board operation.

Statement of Policy

BOARD ACTION AND OPERATION

This school board, organized according to the law, shall conduct the business of the district. It shall seek to be well informed, competent representatives of the citizens of the district.

Procedures

1. Regular meetings shall be held the second Monday of each month. (9/14/37)
2. All meetings shall be held in the school. (Summary of all meetings)
3. All meetings shall begin at 8:00 P.M. (Summary of all meetings)
4. Following shall be the order of business: (1) call to order, (2) reading of the minutes, (3) clerk's report, (4) superintendent's report, (5) business, (6) action on bills, (7) adjourn. (Summary of all meetings)
5. This school board shall see that the district is represented in all matters of major concern to the educational system of the district. (11/24/42)
6. The members of this school board shall maintain active membership in the Montana School Board's Association, Inc. (3/7/55)
7. This school board shall cooperate in improving education on the state level by taking proper action whenever possible. (1/10/55)

Statement of Policy

RESPONSIBILITY FOR PLANNING

It shall be the responsibility of the school board to plan ahead for the future operation of the school of the district.

Procedures

1. In addition to mandatory financing the school board shall consider the future financing of the schools of the district. (1/10/55)
2. The school board shall plan for adequate buildings for the schools of the district. (8/9/54)
3. The school board shall consider the annual school calendar. (6/8/53)
4. The school board shall approve the curriculum to be used in the school. (1/9/50)



Statement of Policy

RESPONSIBILITY FOR POLICY-MAKING

It shall be the responsibility of the school board to make decisions that will determine the policy of the school board for the operation of the school.

Procedures

1. The school board shall adopt policies and procedures which give general directions for the administration of the school. (12/10/51)
2. Policies and procedures shall be included in the minutes of the school board. (3/12/56)
3. The school board may approve administrator's rules and regulations which are designed for the purpose of implementing school board policies and procedures. (1/10/53)

Statement of Policy

RESPONSIBILITY FOR EVALUATION

This board feels that it is its duty to evaluate the schools of the district. Such evaluation is to determine the success of the school as operated by the school board.

Procedures

1. Student progress as shown by testing programs shall be considered by the school board. (11/14/49)
2. The school board shall examine the accrediting report concerning the school. (1/8/51)

Statement of Policy

RELATIONS WITH PATRONS AND OTHERS

It shall be the policy of the school board to carry on friendly, cooperative, and just relationships with patrons and others.

Procedures

1. Audience with the school board shall be granted patrons and others at all meetings of the school board at a time to be set by the school board. (6/26/54)
2. The school board may charge transportation for all students coming in from other districts on busses owned by this district. (7/11/55)

## ADMINISTRATION

### Explanation

The administration of the school is that group of persons chosen by the school board to put into operation policies and procedures enacted by the school board. These persons shall have power delegated to them by the school board. They shall administer the school in conformity with the adopted policies of the school board and the rules and regulations of the state department of education and in accordance with the state law.

Statement of Policy

ADMINISTRATIVE PERSONNEL

The school board shall hire a superintendent and other administrative personnel it considers necessary for the administration of the school.

Procedures

1. All administrative personnel shall be hired by the school board after review of necessary qualifications. (3/12/56)
2. All administrative personnel will be expected to maintain the highest professional standing and keep themselves aware of the latest practices in their profession by attendance at professional meetings and other similar gatherings. (1/9/56)
3. Expenses incurred by administrative personnel above their regularly expected and compensated expenses may be paid by the school board at a rate to be determined by the school board at the time of payment. (9/8/52)

Statement of Policy

SUPERINTENDENT'S DUTIES

The superintendent shall be the executive head of the school and it shall be his duty to carry out the executive business of the school board.

Procedures

1. The superintendent shall be responsible for implementing the school board policies and procedures. (4/29/37)
2. The superintendent shall be responsible for a public relations program. (11/12/51)
3. The superintendent shall have responsibility for supervising the curriculum of the school. (9/14/54)
4. Recommendations shall be made by the superintendent on particular items when requested to do so and at other times when he deems it valuable. (4/4/44)
5. The superintendent shall recommend the discharge of any employee, teaching or service personnel. (4/11/44)
6. The superintendent shall recommend the teaching and service personnel for employment in the schools of the district. (6/13/55)
7. The superintendent shall recommend the purchase of necessary supplies. (6/13/55)
8. The superintendent shall assist in the preparation of a budget for the board's consideration. (3/13/50)
9. The superintendent shall handle school monies that may come to him in a manner directed by the board. (3/28/42)

10. The superintendent shall make regular reports to the school board concerning enrollment, testing, accrediting, condition of property, transportation, and other information he deems valuable to the school board. (9/12/55)
11. The superintendent shall be responsible for particular items of business that may from time to time be assigned to him by the school board. (1/9/40)

## INSTRUCTORS

### Explanation

The instructors are the people directly responsible for student instruction. They are professionals who, because of their work, determine the success or failure of the school.



Instructors

No. 1

Statement of Policy

SELECTION OF INSTRUCTORS

The school board shall employ qualified, competent teachers for their schools in accordance with the following procedures:

Procedures

1. The selection of all teachers shall be made by the school board from nominations made by the superintendent of the school. (3/9/53)
2. The superintendent shall recommend the addition of teaching positions for the purpose of properly implementing the curriculum. (9/3/52)

Statement of Policy

CONDITIONS OF EMPLOYMENT

The policy of the school board shall be to set conditions of employment that will cause instructors to carry on their duties in a satisfactory manner.

Procedures

1. Contracts shall be for one year. (9/13/44)
2. Salaries shall be based on the recommendations of the Montana Education Association. (3/7/55)
3. Sick leave shall be as follows: six days leave during the first year, six days during the second year, eight days the third year, ten days the fourth year and fifteen days leave during the fifth year and each year thereafter. Sick leave is not accumulative. The difference between the substitute's salary and the teacher's regular salary extends for fifteen days beyond the above schedule. One half-day absence shall be counted a full day. (3/12/56)
4. Substitute teachers shall be hired subject to the provisions in the sick leave policy. (3/12/56)
5. Resignations of teachers, after they have signed a contract, shall be accepted only when competent replacements can be found. (12/10/55)
6. Leave of absence may be granted on special occasions. (3/8/43)
7. Teachers shall be covered by the various teacher retirement systems provided by the state and federal government and deductions from salary made accordingly. (12/12/55)

Instructors

No. 3

Statement of Policy

DUTIES OF INSTRUCTORS

The school board demands a professional job and quality workmanship from the professional personnel which it employs.

Procedures

1. Teachers shall conduct themselves in accordance with the accepted code of ethics. (4/19/41)
2. All teachers will be expected to continue their professional training by attendance at some of the following: conventions, workshops, summer school, institutes and other professional gatherings. (5/9/55)
3. The teacher shall be directly responsible to the superintendent, and loyalty and compliance with administration policies are expected. (12/12/55)
4. The teachers shall be responsible for the implementing of the curriculum of the school and they shall realize that through them only can the curriculum result in education. (4/29/37)

**SERVICE PERSONNEL**

**Explanation**

**Service personnel are those people employed to provide services. These services are considered necessary to maintain and operate the educational program of the school.**

Statement of Policy

HIRING OF SERVICE PERSONNEL

It shall be the policy of the school board to hire service personnel to provide services needed to operate the school. Such personnel, except the clerk, are responsible to the superintendent of the school.

Procedures

1. The selection of all service personnel, except the clerk who shall be selected directly by the school board, shall be made from nominations made by the superintendent. (8/13/51)
2. Part-time service personnel may be hired for specific service with the approval of the school board. Conditions of employment, salary and insurance to be set at the time of employment. (4/11/55)
3. All eligible service personnel shall be covered by Industrial Accident Insurance and the Public Employees Retirement Act. Deductions from the salary will be made accordingly. (3/11/46) (1/11/43)

Statement of Policy

SCHOOL CLERK

The school board shall, as prescribed by law, employ a school board clerk. The clerk shall keep the minutes and other records desired by the school board, and carry on other business as instructed.

Procedures

1. The school board clerk shall be employed and the annual salary set at the reorganization meeting each year. (4/21/56)
2. The clerk shall make a monthly report on the school busses, driver-training car, and the hot-lunch program. (9/8/52)
3. The clerk shall prepare warrants to be drawn on the district and shall combine all warrants to same payee into one total showing breakdown in the far line of the warrant. (2/14/55)
4. The school board may pay the clerk for expenses incurred beyond normal duty. (1/2/42)
5. The clerk shall keep the board informed of the district census. (12/13/54)
6. The clerk shall inform the school board of the results of the annual audit. (8/3/42)
7. The clerk shall assist in drawing up the school budget. (6/9/42)

Service Personnel

No. 3

Statement of Policy

CUSTODIANS

It shall be the policy of the school board to employ service personnel as janitors for the buildings and property of the school district.

Procedures

1. A head janitor shall be hired on a twelve month contract. (5/8/50)
2. Salary for the head janitor shall be set at the time of employment. (5/8/50)
3. The head janitor shall be allowed two weeks' vacation with pay annually. (5/8/50)
4. Bonuses, if any, shall be paid at the end of the fiscal year. (3/7/55)
5. The school board may hire additional help for the head janitor. Conditions of employment and salary shall be set at the time of employment. (12/10/45)
6. Sick leave for the head janitor shall be the same as that of the instructors. (12/11/44)
7. Janitors shall clean and maintain the property of the district. (12/10/45)

Statement of Policy

SCHOOL LUNCH COOKS

It shall be the policy of the school board to hire the service personnel necessary to prepare and handle the noon lunch program.

Procedures

1. A head cook shall be hired. (9/14/53)
2. An assistant cook shall be employed by the school board when they deem it necessary. Salary and the conditions of employment are to be set at the time of employment. (10/9/50)
3. The head cook shall be sent to the Bozeman hot lunch clinic at district expense. (4/11/55)



Statement of Policy

BUS DRIVERS

The school board shall hire qualified, competent drivers to operate district busses.

Procedures

1. Salary for drivers shall be set at the time of employment by the school board. (11/12/51)
2. Bonuses, if any, shall be paid at the end of the fiscal year. (6/11/51)
3. Bus drivers may be paid extra pay for extra duties beyond normal service. (5/8/50)
4. Substitute drivers will be paid by the district. The amount to be deducted from the monthly salary contracted with the regular driver, equivalent to the amount of the regular driver's pay. (1/9/56)
5. Request of neighboring districts to borrow a bus and driver may be approved by the school board with such district paying all expenses. (4/3/37)
6. All bus drivers must enforce bus rules approved by the school board. (8/13/40)

PROPERTY

Explanation

Property is everything belonging to the school district. This includes the buildings and instructional equipment. Property is considered necessary for the education of the students.

Property

No. 1

Statement of Policy

GROUNDS AND BUILDINGS

It shall be the policy of the school board to acquire adequate land and buildings for use of the schools of the district.

Procedures

1. The district shall have an abstract of all property which it owns. (8/8/55)
2. The school board shall insure buildings for a value to be determined when insurance is taken. (5/12/47)
3. Property belonging to the district which is no longer of use to the district may be disposed of in a legal manner as decided by the school board. (10/3/51)
4. The school grounds and buildings shall be kept in a good condition and every effort made to keep property in good repair. (1/9/56)
5. The school district shall cooperate with the city in all matters to insure proper service to the school. (10/8/51)

Statement of Policy

EQUIPMENT

It shall be the policy of the school board to acquire equipment necessary to conduct proper education in the schools of the district.

Procedures

1. When necessary the district shall purchase equipment necessary to operate the school. (5/12/56)
2. Equipment needed may be rented at a fee to be determined when such equipment is rented for use of the school. (3/10/52)
3. Equipment belonging to the district which is no longer of use to the school may be disposed of in a legal manner as decided by the school board. (10/8/51)

Statement of Policy

RENTAL OF PROPERTY

The property of the school district shall be available for rental under conditions prescribed by law and in accordance with the procedures listed below.

Procedures

1. The school gym may be used by responsible groups with consent of the school board upon the payment of a fee of \$10.00. The gym is to be left in the condition in which it was found. (2/8/54)
2. Driver training equipment and other such instructional equipment may be rented for a fee to be set by the school board. (5/14/51)
3. Permission may be given by the school board for the use of classrooms. (7/1/39)
4. The school piano shall not be used to give private lessons for fees except in the case of handicapped children whose lessons depend on the use of the school piano. (2/8/54) (12/13/54)

TRANSPORTATION

Explanation

Transportation refers to the use of school busses. In lieu of busses transportation refers to other methods of providing a means for students to attend school which are allowed by law.

Transportation

No. 1

Statement of Policy

OPERATION OF BUSES

It shall be the policy of the school board to own and operate school busses for the purpose of bringing children to school in Cascade.

Procedures

1. In all cases the school will attempt to cooperate with patrons to provide the most satisfactory arrangements for all concerned. (12/10/45)
2. This school board shall operate busses in adjoining districts only if permission is granted by those districts and provided satisfactory financial arrangements can be made. (9/4/36)
3. Public liability insurance shall be carried by the school board in an amount to be determined upon the acquiring of a policy. (7/24/37)
4. This school board shall adopt rules for student conduct on its busses. (2/10/41)
5. School busses may be used to bring students to Cascade for extra-curricular activities. (3/27/37)
6. School busses may be used for school functions such as travel to music festivals, vocational agriculture trips, band trips, and other educational activities. (3/9/43)
7. Full advantage shall be taken of tax refunds and other advantages provided by state or federal governments. (4/14/47)
8. This board shall review bus operation details at each regular meeting. (11/10/52)

9. Bus equipment and repairs shall be purchased by the school board after careful comparison of prices. (5/12/56)
10. The school board may make charges for students riding a district school bus who do not reside in the district if such bus is being provided expressly for such students. (6/11/56)
11. If cars are hired to replace busses in case of an emergency, the rate of pay shall be seven cents per mile. (10/10/49)
12. The board shall cooperate with other schools requesting use of district busses only if such districts assume the expense involved. (2/14/48)
13. The board shall accept payment from individuals for bus services rendered. (6/12/50)
14. Commercial transportation may be hired in place of a school bus on special occasions. (1/10/41)



Statement of Policy

TRANSPORTATION PAYMENTS

The school board shall, in lieu of bus transportation, pay for the transportation of students to school by other means as provided by law and subject to the following procedures.

Procedures

1. Isolated transportation may be paid in lieu of bus service. (10/10/55)
2. The school board may issue regular transportation contracts in lieu of bus service. (11/14/55)
3. The school board may pay transportation costs of students on special school trips. (4/25/38)
4. Transportation payments to students attending school in another district shall be made after investigation shows this a fair and equitable procedure. (10/10/49)

**MISCELLANEOUS**

**Explanation**

**These policies and procedures are those that do not come within the areas set forth for other policies and procedures.**

Statement of Policy

MORALS

It shall be the policy of the school board to protect the morals of the students and encourage proper social conduct for the advancement of education.

Procedure

1. Girls that become pregnant, married or unmarried, should not be allowed to attend school. (1/10/53)
2. The school board shall review the cases of violation of proper conduct when presented to them by the superintendent or others. (12/10/51)

Statement of Policy

STUDENT GOVERNMENT

It shall be permissible for the students of the Cascade school to have a student government.

Procedures

1. Student organizations shall be under the direct supervision of the school administration. (11/10/52)
2. The school board may refer problems to the student council for their consideration. (11/10/52)

Statement of Policy

HEALTH

The school board shall take such steps as are necessary to protect the health of the school children as required by law and as seen necessary by the school board.

Procedures

1. The school shall have a hot lunch program. (1/9/40)
2. The school shall cooperate with the county health office and take advantage of all the health office's available services. (4/11/38)