

it our duty to support good legislation and to oppose bad legislation in a positive, forceful and effective way.

Third, do we present a proper public image? Do we sell our product continuously to the public, the business sector and legislative sector? Again, I say we are in the position where we must carry out this phase of our District programs. In fact, we are the ones best suited for this activity since we are so closely identified with public service in our communities. A good trustee will do everything in his power to inform his community of the good work of our agencies whether it be personal presentation to the governing body or by dissemination of the information to information media such as newspapers and the like.

Fourth, Do we enhance the effectiveness of our Board of Trustees, and Commissions as a whole, so that it operates as an effective unit? By this, I mean do we make every effort to work together and to avoid in-fighting and bickering? It is our duty as responsible trustees, to attempt to reduce this type of behavior to a minimum so that the energy of our Boards can be directed to useful, gainful progress. What do we do with an individual who is at odds with the world, so

to speak? There are many approaches that are common knowledge to all of you that may be helpful. Suffice it to say, the good Christian principles of the "Golden Rule," "Good Example," and perhaps "behind the scene word to the wise" are methods that may be helpful to aid this person to become a good trustee.

Fifth, What is the attitude of the Trustee or Commissioner towards the employees of the District? By this I mean does one of your Board give orders to men working on the job? Do you have Board members who consider it their prerogative to tell the manager how he will conduct his operation? Certainly such is not the duty of a Trustee or Commissioner. If the men working in your District are not competent to perform their stated function, then it is your responsibility to get men who can and will do the job. It is never your function to act as manager no matter what your training or background may be.

I am aware of many other qualities and attitudes of a good trustee that will make him of most service; however, I note that the addresses of other speakers on this panel will touch on and perhaps cover these points.

THE TRUSTEES' EVALUATION OF THE PROGRAM AND THE MANAGER

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Numerous factors and values must be considered by the trustees in arriving at an accurate evaluation of their organization's program and manager, and only the more obvious and important ones will be considered here. Because of the close association of the manager with the program, it necessarily follows that many of the criteria will pertain equally to both program and manager, and most of the considerations involved will be interrelated to at least some degree.

To begin with, evaluation has been de-

finied as the process of determining the value or amount of success in achieving a predetermined objective. The objective in turn may be defined as an end result of a specific planned activity achieved within a given period of time. It is generally stated as a definite aim or goal of action which should be quantitatively measurable and capable of being reflected in standards of performance. Objectives can be long range, intermediate, or short range. The district's overall program therefore consists of planning all the work

to be done in meeting all the desired objectives of the organization within a specific time. Both trustees and manager have generally separate but closely inter-related duties to perform in executing a sound and successful program.

The trustee cannot accurately evaluate his district's program unless he understands its goals and the reason underlying them. In this day characterized by increasing complexities in all phases of mosquito abatement operations, a good working knowledge requires that the trustee be kept informed by reading appropriate publications such as *Mosquito News*, as well as reports originating in his own and other districts. Much valuable information can also be obtained by attending local, state and national meetings, generally characterized by variety of subject matter. On such occasions informal individual conversations and discussions are extremely useful in providing an interchange of ideas, particularly to indicate to him how trustees from other areas interpret their problems and organize their programs.

The fact that District Boards are generally representative of a cross-section of community life is desirable, since this feature results in providing a variety of outlooks, and stimulates discussions and interpretations of plans of action. Regularity of attendance at Board meetings is highly desirable, and generally results in more harmony and cordial working relationships with fellow Board members.

One of the cornerstones on which a successful program is dependent is the provision by the trustees of a comprehensive and sound set of written policies designed to guide the district's overall activities. These policies solidify the Board's position, and their guidance is welcomed by the manager since they furnish him with a clear definition of the Board's wishes, and provide him with support in rendering clear cut decisions on what might otherwise be controversial interpretations.

Another major duty of the trustees is to prepare, develop, present and effec-

tively support a unified legislative program. Changes at both the State and Federal levels in existing legislation, as well as enactment of new laws and regulations, can and have exerted profound influences upon the activities of mosquito abatement agencies throughout the country. It is highly desirable that trustees adopt measures to acquaint themselves with proposed legislation affecting districts, in order that they may support favorable proposals and oppose unfavorable ones. In this regard it is well to remember that it is generally easier to prevent the passage of a law than to eliminate it after it is established.

The important objective of a mosquito abatement district is of course the effective reduction of mosquitoes, but achievement of this goal is dependent upon numerous influencing factors, many of which may lie beyond the control of a governing Board. As all trustees recognize, financial limitations imposed by law, valuations of the area served, or public acceptance of the supporting tax rate, to name but a few, require much of their thought and consideration. Every trustee is keenly aware that competition for the tax dollar is bringing pressures for justification of his program. He is being required to establish essential objectives and obtain a satisfactory measurement of maximum results for the least number of dollars.

After the operating funds have been secured, probably the next major duty required of a trustee involves the planning for the expenditure of sizable amounts of public funds. This necessitates that the trustee be capable of sound basic thinking and be equipped with a sufficiently comprehensive knowledge of his local situation to enable him to work out the "down-to-earth" budget problems. When considering the budget, it is well to remember that setting a fair salary scale and providing for good field equipment are two very effective means for maintaining good personnel morale.

A trustee should clearly recognize that elimination of mosquitoes is not the sole

criterion of the efficiency of a program, for efficiency is a relative term. It has been defined as the highest degree of accomplishment at the lowest cost level. A district with a severe mosquito problem and a comparatively low operating budget may actually be more efficient than another district with a lesser mosquito problem and a relatively higher budget. This is not to say that inefficiency is to be excused, but it is meant to convey that what may appear to be inefficiency to some of the public may in fact merely be a reflection of their inability or failure to provide sufficient operating funds. Efficiency of a district cannot be judged merely by the number of service calls it receives.

Many yardsticks must be used by the trustees to evaluate the effectiveness of a program, which is probably best judged by the long range, overall favorable results attained. Program effectiveness is an all-inclusive package, and cannot be judged accurately by any single criterion, such as complaints or service calls. Costs, public acceptance of the program, and freedom from mosquito-borne disease are other significant factors which must be considered in evaluating program effectiveness.

The trustees of a mosquito abatement agency have an obligation to keep the public informed on how the public funds are being spent, and what is being accomplished by the program. This activity, generally labeled Public Relations, can be accomplished in a variety of ways, all of which are already well known to the members of this group. To review briefly the media generally employed, we may itemize the following: monthly and annual reports; talks utilizing exhibits, pictures or movies; newspaper articles; radio and television; district educational literature, and other methods of a more specialized nature. Periodic evaluation of the effectiveness of the district's public relations program may reveal shortcomings which, when remedied, will greatly improve the district's image in the public mind.

A discussion of this kind would not meet the requirements of the title if at least a reference to the subject of politics were not included. Practically speaking, varying degrees of political considerations represent important components in the overall structure and operations of any district. In this regard, I would like to quote the late Dr. Harold F. Gray of California who said "The best type of district is one which minimizes purely political considerations." I think that statement just about takes care of the situation.

One of the trustees of our district recently summed up the duties of a trustee by saying "the function of a trustee is not that of chasing mosquitoes, but rather to facilitate the work of the manager and the men in the field to see that they have the equipment and the backing necessary to do a good job."

One of the basic principles of mosquito abatement district management is that the trustees should handle the policies and the manager should handle the administrative matters. Embarrassing and sometimes serious misunderstandings may be prevented when the manager and the Board both observe this proper division of responsibility. The manager is therefore the Board of Trustees' representative charged with translating their policies into action. He is responsible for carrying out the operations efficiently, utilizing the resources provided for him. He should keep the trustees informed regarding field practices employed, and report to them on costs, work performed, and results achieved.

As all of you here recognize, the manager's numerous administrative duties require that he also possess the qualities of personal character and ability to which we have already referred in our discussion of the trustee's duties, and they will not be repeated here. However, for the purpose of more complete definition, certain of the more important abilities and personal qualifications to be evaluated in the manager are indicated, and in the interest of saving time will simply be

listed. Examples of such personal characteristics are the ability to:

1. Prepare comprehensive yet detailed records and reports.
2. Develop sound principles and practices of district administration, including planning.
3. Establish good working relationships with the Board and fellow workers.
4. Keep the Board informed on developments in the program.
5. Know how to take orders as well as give them, and don't overstep authority.
6. Promote harmony and good public

relations with the public and within the organization.

7. Be loyal, fair, honest and cooperative with all others in developing a dynamic and successful program.
8. Keep informed and up-to-date on new developments in all phases of mosquito abatement activities.

In closing, it should be pointed out that self-evaluation is frequently just as valuable as evaluation of others. When translated into action evaluation becomes an important tool useful for improving individuals, the work they do, and their organization's achievements.

THE ROLE OF THE TRUSTEE IN FISCAL RESPONSIBILITY OF THE DISTRICT

IDOR A. PEDERSON

Chairman, Metropolitan Mosquito Control Commission, St. Paul, Minnesota

The formation of the "Metropolitan Mosquito Control District" was authorized by the Minnesota State Legislature in 1957. This action resulted from a strong citizen demand particularly from Minneapolis, Saint Paul and the surrounding urban communities which have been growing so rapidly. Actual operations began in 1958. It has been my privilege to have served on the executive board of this district since it was founded; and perhaps I might add that I have been in county government for 20 years.

Six counties with a population of 1,500,000 covering about 2,750 square miles make up the district. It is believed that this is one of the largest mosquito control districts in the country.

An executive board made up of 12 county commissioners, 2 from each county, control and establish policy for the district. The staff is headed by a director and a business administrator.

Under these 2 men we have 37 full time employees most of whom are supervisors and foremen. During the operating season we employ 90 to 100 men from 3 to 6 months.

Our district owns 26 vehicles, 7 are station wagons and the other 19 are specialized pickup trucks. During the operating season we will lease about 65 pickup trucks.

All work is done by our employees with the exception of aerial spraying which is done by private operators under contract.

Our supervisory personnel maintain a constant check on the effectiveness of the program through the use of mosquito light traps, collection of biting mosquitoes and soil (mosquito egg) samples. With this brief sketch of our district I will try to say a few things about the topic assigned me, "The role of the trustee in fiscal responsibilities of the district."

Prudent management of the tax dollar must always be uppermost in the mind of the selected official regardless of the governmental service: roads and highways, welfare or mosquito control. Of course, financial policy is not the trustee's only concern. Certainly he must be able to understand and communicate with the top staff people, and when the occasion demands, the trustee should have a gen-