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Muni Golf: Defeating the Daily Fee Owner?

by Fred Stewart
NGF Regional Director

Since the introduction of public courses to the American scene in the late 19th century, municipal and daily fee courses have coexisted well. Both types have played a big role in the development of golf business.

Questions are arising, though, today, whether it is fair for the daily fee owner, the individual businessman, to have to compete with a facility operated by a city, state park system, or other forms of governmental agencies. The daily fee owner is subsidizing market competition with his own tax dollar.

According to the latest National Golf Foundation statistics, 58 percent of the nation's 11,370 golf facilities are open to the public. Of these, 5,014, 44 percent are daily fee courses, and 1,550, 13 percent, are municipal courses. Other studies by NGF indicate that 84 percent of the golfers play at public courses, 45 percent at municipal courses and 39 percent at daily fee courses.

Both municipal and daily fee courses have experienced impressive growth during the last decade. The number of municipal courses has increased by 741, a 72 percent gain, while the number of daily fee courses has increased by 2,499, a 76 percent gain. While the rate of growth of daily fee courses, during the last decade, holds a slight edge over municipal courses, that trend has started to change.

High land costs, development costs, interest charges, operational costs, property taxes and inflation have combined to make it increasingly difficult for a prospective daily fee operator to put together a feasible package; at least in urban areas where public courses are most needed.

At the same time, the growth of new municipal courses has been stimulated by a series of federal aid programs available to qualified governmental agencies designed to encourage the construction of public recreation facilities, including golf courses. These programs include A Legacy of Parks: the Surplus Property Program, BOR Grants/Land and Water Conservation Fund, Farmers Home Administration Loans, Revenue Sharing, and HUD's new Title I of the Housing and Community Development Act of 1974. Additionally, municipalities and other governmental agencies have the legal authority to issue revenue and general obligation bonds for their share of facility development costs.

The manner in which municipal golf courses are planned, financed, organized, operated, and NGF's role in promoting municipal course development have not gone without notice by the daily fee course operators. Joe Much, NGF's Pacific Northwest regional director, alluded to the problem daily fee course operators are having competing with municipal courses in a recent paper. At that time, Much indicated their rumble of discontent might soon become a roar. In some parts of the midwest it already has.

Daily fee course operators in Northeast Ohio and Central Wisconsin are concerned with their long run survival as a result of what they consider to be unfair competition by municipal courses. It is no coincidence that the two areas mentioned are at or very near the saturation point as far as public golf courses are concerned. Several of the counties in question have a population per public course ratio of as low as 14,000 per 18-hole course rather than the 20,000 to 25,000 long recommended by NGF.

The subject of government's role in the golf business-competition between Municipal and Daily Fee Courses received much attention at a public golf seminar the NGF sponsored last March in Cleveland. The daily fee course operators made several valid points regarding the manner in which municipal courses are planned, financed and operated and how they can be unfair competition.

Some of the reasons set forth in support of this claim by daily fee operators are: project feasibility not thoroughly researched, municipal courses cost too much to build, they don't pay taxes, don't have a legal right to compete with private enterprise, municipal courses are not self supporting, municipal course fees are too low, and they are operated in an inefficient manner thereby wasting taxpayer's money. Some of these claims have merit; others do not. Let's take a look at some of these.

Municipal Course Feasibility Study — While we have all experienced the frustration of working with a municipality interested in only a cursory evaluation of the feasibility of a proposed course, I am confident we would all agree that by and large municipalities do an adequate job of analyzing their market potential prior to undertaking the project. As always, it is
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the fiascoes which people remember. Especially a daily fee operator adversely affected thereby.

Municipal Courses Cost Too Much to Build — Many daily fee operators express outrage at the cost of building a new municipal course today. A $1 million budget is not uncommon for a new 18-hole municipal course with a maintenance equipment, maintenance compound, pre-opening maintenance, and modest clubhouse. Add to another $600,000 to $1 million for land and your have a total package price the daily fee operator cannot relate to when he knows he has difficulty meeting the debt service on a $300,000 mortgage. However, when you consider the municipal course, if built properly, will be there to serve the public for at least 75 years, the cost can be justified. Consequently, this criticism is not valid in those market areas where the facility is in fact needed.

Municipal Courses Don't Pay Taxes — When pointing out the unfair competitive edge municipal courses have, daily fee operators are quick to point out they must pay property taxes while municipal courses do not. This charge certainly does have validity, particularly in those states where tax assessors have attempted to tax daily fee and private clubs at their highest potential and best use value. It should be noted that some municipal courses do pay property taxes indirectly, through a “payment in lieu of taxes” to the local government. For example, the City of Madison, Wisc., which operates four municipal courses, receives a $15,000 payment annually from the golf division to partially offset the loss in tax revenue.

Municipal Corporations Don't Have The Legal Right to Compete With Private Enterprise — This point has been challenged specifically with the courts ruling in favor of the municipality. Early cases involving the Tennessee Valley Authority established the precedents used in determining other cases involving competition between governmental agencies and private enterprise

Municipal Courses Are Not Self Supporting — The charge that municipal courses are not self-supporting is difficult to answer due to the great variety of accounting systems used by municipalities operating golf courses. Some don't charge all expenses against golf course income, others charge expenses actually incurred providing non-revenue producing recreational activities against the golf course income, some include only actual operating expenses against golf course income, while yet others charge debt service, departmental overhead and operational expenses against the golf course. As a result, one can build a strong case on either side of this argument depending on his point of view. Our own surveys indicate that about two-thirds of the municipal courses report they are operating at a self-supporting level.

Confusion surrounding the question of whether or not municipal golf courses are self-supporting points out the need for a uniform system of accounting to be used by courses. The Club Managers Association of America has a uniform system of accounts for use by private clubs which could easily be adapted to municipal courses. Such a system, if used by all municipal courses would then enable one to evaluate their profitability in an intelligent manner.

Municipal Course Fees Are Too Low — This point is the essence of the argument by daily fee operators that municipal courses are unfair competition. There are perhaps as many philosophies regarding establishing fees at municipal golf courses as there are systems of accounting.

Some municipalities establish fees on the basis the course should be completely self-supporting including debt service. Others have the philosophy that income should be sufficient to meet annual operating expenses.

Whatever their philosophy, their fee schedule obviously has a direct effect on the fees which a daily fee operator can charge when competing in the same market area. Profit motive daily fee operators don't insist municipal course fees be identical to theirs, rather they be reasonably competitive with what they must charge in order to operate at a profit.

The daily fee operator represents one of the few remaining representatives of the private enterprise system at its best. He has invested his capital and must rely on his managerial skills, promotional ability and public relations efforts to attract and retain sufficient customers to make his business a success. Because he is profit motivated, he and his staff are more concerned with providing a quality golf experience for his customers than the typical municipal course employee. He relies on the extra pride of ownership his operation exudes to justify the higher fee he must charge over the municipal course in competition for the golfers patronization. Where a price differential of $1 per 18 holes, $1.50 to $2 on weekends, exists between his fees and those at competing municipal courses, he is usually able to attract sufficient golfers willing to pay the additional charges in return for less crowded playing conditions and more personalized service.

Municipal Courses Are Not Self Supporting In An Inefficient Manner — Many municipalities have difficulty answering the question, “Who's in charge here?” Consequently, the charge that municipal courses are operated inefficiently has merit in many instances. That is not to say all municipal courses are operated inefficiently. Each NGF regional director has several outstanding municipal courses in his region he can point to with pride. Unfortunately, they represent a minority of the total operations.

While the claims of some daily fee operators that municipal courses are unfair competition is a localized problem at present, the industry must be aware of the problem and take all action necessary to solve it to ensure the continued success, growth and popularity of both types of facilities. We have too great a stake in the success of the golf business to do otherwise.
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PGA President Henry Poe has written that nothing the association has undertaken in the past 20 years is more important to the club professional than the creating of the Club and Professional Relations Department as a full-time service to all its members.

Therefore, we welcome the opportunity GOLFDOM has given us to explain briefly some of our activities and objectives. Because like any new program, there are questions and concerns many of our members and associates will have.

While this new program has only been publicized in recent months, it has actually been in existence for more than a year. It began with the annual PGA meeting in December of 1974 when the delegates, recognizing that golf business was facing severe problems that could have great effect on their jobs as golf professionals, voted to create a full-time department to help them meet the potential problems that accompany a period of change in any business.

The PGA's officers and executive director, Mark Cox, shared the members' concern about the professional's future role, as well as the future of the game itself. While the country had a record number of nearly 12,000 golf courses, the unparalleled combination of a recession with runaway inflation has placed many facilities' future in jeopardy. This has an adverse effect on PGA member's jobs.

The officer's wisely decided that before they could determine the job to be done, they had to know exactly the present status of their 7,500 members who are club professionals. Consequently, in 1975 they invested in making a survey to update an original survey made in 1972. The 1975 survey not only gave the present status of a club professional, but showed changes that had taken place in his job over the past three years. Because more than 50 percent of PGA members participated in both surveys, the information was valid statistically.

While results of these surveys have had wide distribution, it is possible some of you might have missed it, so let me repeat a few of the more significant points. The study revealed the average club professional has an annual net pre-tax income of $18,000 which is an improvement of $3,000 over the average in 1972, but still below the standard for such a multi-skilled and highly trained professional person and about half as much as the average club member thinks he makes.

Figures show the average sales volume in pro shop merchandise has moved up a bit to about $50,000. An interesting point, this increase in volume has been accomplished without a significant increase in inventory. In general, the golf professional is getting a better inventory turn, and has better inventory control. He is a better buyer, better manager and a better businessman.

Despite this astuteness, he only averages a net pre-tax profit of a little less than 21 percent from his sales. The study further reveals that only 28 percent have any kind of pension benefits, 45 percent any kind of hospitalization plans and 25 percent any kind of life insurance programs.

It is obvious the average golf professional's position needs to be improved. This can be accomplished by first, improving the skills of the professional to maximize his value and contribution to the club, and second, by creating more of an awareness among the golf club management that the PGA professional is the key to a successful and enjoyable golf program.

A majority of the facilities are unaware of the new PGA recertification program for its members. This program requires the member to earn a certain amount of points every three years to maintain an active PGA membership classification. These points are earned by attending the PGA's educational seminars, management workshops and at home study courses. All are designed to improve and modernize his management, and teaching skills.

Few people are aware that the PGA invests $500,000 annually in this program to ensure members become complete business and professional people. The PGA golf professional is a manager in golf business. There are very few professions that have invested more time and money to upgrade the qualification of its members than has the PGA.

To assist the more talented and capable PGA golf professional is a major effort to develop new job opportunities for him. This will be accomplished by segmenting golf professional positions into five categories; (1) private clubs; (2) daily fee; (3) municipal; (4) military and (5) resort type golf courses. With this breakdown we can determine which of the markets offer the greatest job opportunities for our members. The next step, naturally, is to develop a marketing program that will help us secure these positions for the qualified. The necessary program and associated tools will be designed by the national office, but the implementation will be done by the employment chairmen in the 39 PGA section offices. There are approximately 4,000 golf courses of different types in this country that do not have PGA golf professionals on their staffs. That is our major market.

The national office will work through the sections in creating and coordinating the elements to get the job done for them. We have already begun to produce materials that will be helpful to new employers, existing employers and to the PGA members. There are two new publications, "How To Hire A Golf Professional" which will be helpful to persons responsible for interviewing and selecting the golf profes-
They even wrote a book

If you or your club will be involved in the selection process for a club professional in the future, you can get needed assistance from the national PGA office and its department of Club and Professional Relations.

Recently, the PGA has made available a manual on the employment process of getting a club professional entitled, "How to Hire a Golf Professional." You can obtain the book from the PGA by writing Employment Assistance, Box 12458, Lake Park, Fla. 33403.

A short excerpt from the manual follows:

How to evaluate your club. Someone once said that a golf club is like a person. No two are exactly alike. When you think about the clubs and courses in your area, this becomes obvious. While they all fall in broad classifications like private or public, 9, 18 or 36 holes, many that seem to be similar are as substantially different in club personality as they are in course construction.

For example, take two 18-hole private clubs with 300 golfing members each. One might have twice the number of rounds played a year. Although the two clubs might look statistically alike, members of one might require three times the lessons of the second. The golf shop volume may vary significantly between the two, both in dollars and in type of merchandise sold. So the net profit from the golf shops may be entirely different.

So it is apparent that there are many yardsticks that must be used to measure the club prior to hiring a new man.

- How many golfing members?
  (a) By Type (men, women, juniors)
  (b) How many of each play more than 15 rounds per year?
  (c) How many guests play if a private or semi-private club?
- What is the total number of rounds played annually... by month?
- How many months will the golf shop be open? What is the golf shop sales volume by type of product... clubs, balls, shoes, soft goods, etc.
- What is the average value at cost of inventory? What is the average turn of various types of products?
- What is the number of lessons given? The rate, individual and group?
- Does the professional receive income from the bag storage and driving range? If so, on what basis?
- Does the professional have an income from the golfers... greens fees, carts, headcount. If so, on what basis?
Providing the most for the least is the operational concept which Brookridge Country Club, Overland Park, Kan., has pegged its extensive 15-year program of expanding and upgrading service.

The program is achieving its ultimate goal of building a large membership with a varied roster of recreational features at moderate prices and fees. Prices within the means of most middle-management people. The basic premise of the concept is the broader the appeal, the more members you draw, the more services and amenities you are able to supply.

Not the least important of the beneficial spin-offs of the large-membership plan is it enables a club like Brookridge to mold a tight organization of key employees with minimal turnover. At this club, the food-service operation is a sparkling example: High-volume food sales permit staffing a talented chef and other capable food service employees and to pay them enough to keep them in the organization.

The Kansas City-area club has attempted to move toward this more-for-less-for-many concept with single-minded devotion and notable success since 1960 when Don Tanner, a local developer, and his partner, Wayne Freeland, assumed ownership of the club. At the time, it was a public operation. Tanner and Freeland have built 14 tennis and golf clubs over the country.

Every year, for 15 years, the club has embarked on improvement projects designed to diversify and modernize the facilities. Five years ago, the light started to show brilliantly at the end of the tunnel and the end results started tumbling in.

During the past 10 years, the club has spent a total of $600,000 on the projects. A decade ago, the members voted for a capital improvement fund for use in remodeling to be accumulated out of dues. The amount is pro-rated by member. As result of the fund, improvement has been achieved without any special assessment.

Currently, the club has 1,500 members and ranks among the best in mid-America for having outstanding facilities at moderate fees ($56 annually). The golf course is one of the heaviest played in the Greater Kansas City area. If it had to be built today, the 45,000 square feet clubhouse would cost $2 million.

A countdown on the physical features of the 168-acre development is a study in country club quality and diversity:

- 27 holes of golf with nine built around a residential area dubbed Wycliff containing 450 homes. The main 18-hole course is at Brookridge.
- Four swimming pools. A recent renovation of the pools costing in the neighborhood of $20,000.
- The spacious clubhouse with its aura of hospitality which is built on two levels with all areas closely related for convenient usage. It features a large food preparation section where all food is prepared from scratch.
- One of the roomiest, best-stocked, best-run pro shops in the area. It is operated by Doyle Thames, the pro, and his wife, Pug. They have been on the scene for 15 years.
A recently renovated "19th Hole" cocktail lounge and grill room. Combined, they seat 128 persons.

A banquet room with seating for 500 persons for large parties such as the Mothers Day event which draws 1,000 diners and St. Patrick’s and Valentine’s parties.

Included in the main dining room line-up is the Fireplace Room with seating for 33 people and has live entertainment. The View Room accommodates 40 diners and offers a view of the golf course. Done in a contemporary theme, it is decorated with hanging plants and modern chandeliers. The cocktail lounge which opens off the lobby seats 64 persons.

The Garden Room, the latest and most imposing dining facility, seats 88 and was made possible by a relocation of the ladies locker room from the main floor to the lower level.

"In this maneuver, we turned an unproductive facility into a productive one — the dining facility," said Lee Gehrig, general manager. "The ladies' locker operation didn't generate much income on the main floor. By moving it downstairs where it is near the course and the pro shop where golfers sign up, we now enjoy 100 percent locker rentals."

Features of the Garden Room, which was designed by Kansas City architect Jerry Jackson, include four round booth sections which seat 12, 10, eight or six persons. The booths are elevated. The crowning eye-appeal point of the room is a centerpiece of waterfountains and plantings of live flowers and plants. The greenery here cost an excess of $2,500. The room is decorated in bright green and orange hues.

Gehrig notes with satisfaction how the food operation of the club has been turned around. Before modernization and expansion, the selection of items was low and the quality was inferior. First, a skilled chef was hired and other key preparation people brought in. Then the menu was expanded to include more specialty fare. That members have put their stamp of approval on the present food quality is shown by the fact that some 1,000 people attend the Mother's Day gourmet brunch and evening buffet dinner. Such items as Skillet Parisian, a filet mignon dish, for $7.95 are on the menu. Despite a five to eight percent rise in food cost, the price of items on the menu hasn't been raised for a year.

At any club bent on a general upgrading program, the course is usually a pivotal item. It was at Brookridge. Within the past three years, the entire course, except for the fourth hole has been completely rebuilt to USGA specifications with the old greens torn out and new ones redesigned and installed. Greens superintendent Paul Mitchell with the help of green chairman Bob Cato, headed up the course rebuilding program.

First, a dozer highloader and dump trucks were moved in and the old greens hauled off. The greens were redesigned and grade-staked and a bottom layer graded and contoured to the top of the greens. A layer of herringbone tile then was set in and after that a 3-inch layer of 1 1/2-inch crushed rock. This was topped with four inches of pig gravel and next a sixteen layer of 85-13-2 (85 sand, 13 peat moss and 2 black dirt). Tees were graded to contour. All approaches to the greens were sodded with bentgrass which had been grown under plastic all winter. All banks on the outside of the putting surfaces were sodded with park bluegrasses. All except four of the tees were renovated and set in zoysia grass.

"From this extensive restructuring," said Mitchell, "we gained a more durable, more compact, far more playable course that has the ability to absorb the punishment it gets from the enormously heavy play of our big membership."

Gehrig interjected a note on the course renovation: "We encountered the usual problem of any course that embarks on a rebuilding project — a few players becoming impatient with the confusion and torn-up areas. It's hard to explain to golfers that a club with growing pains needs the cooperation of members willing to put up with hardships. But even these players agree on one point: The end-results of the revamping are worth all the problems. That's shown in the growing volume of play."

The dramatic feature of the course is Indian Creek which comes into play a total of 11 times in the 18 holes. The No. 5 hole is a par four and the No. 1 handicap hole which plays 455 yards across the creek. The challenging aspect is a huge oak tree which sits 310 yards in the middle of the fairway. On one side is the creek with the tree in the center and the golfer must position his tee shot to the left of the tree and short of the creek in order to get an open shot to the green.

Gehrig, one of the youngest club managers in the nation, has been a catalyst in the Brookridge upgrading campaign. He came to the club five years ago after eight years experience managing military clubs, both in this country and overseas. He attended top military club management schools, was an honor graduate of the Navy Club Management school and the Army Club school. The young manager puts a high premium on his military club experience and training.

His easy, outgoing Irish ways fit in nicely with the people-oriented Brookridge style. He points with pride to the fact that between 250 and 300 couples assemble for the festive St. Patrick's function. That there are 200 members in the junior golf program. And that some 300 families make intensive use of the eight tennis courts.

"My idea of a good, people-serv- ing club is one with moderate dues that puts playing golf and the social functions within the means of most middle-management people," said Gehrig. "It shouldn't be an out-of-reach luxury for those people."

Brookridge has a total staff of 125 employees. With the manager overseeing the activities of department heads who are given considerable latitude in running their orbits, it is seemingly a smoothly run organization.

The club has progressed more than a little since it came under the present management 15 years ago and the situation was so shaky it was a question whether the club would open up from one day to the next. That isn't a question any longer. The question now is just how far the club will go as it keeps reaching for greater targets.
**COMING EVENTS**

June 25—Golf Course Builders' Association annual meeting, Fresno, Calif.

June 30—Hi-Lo Desert GCDSA monthly meeting, Del Safari CC, Palm Desert, Calif.

July 5-10—NGF teaching seminar, Singing Hills Lodge & CC, El Cajon, Calif.; Dartmouth College, Hanover, N.H.

July 5—Nebraska GCDSA monthly meeting, Seward (Neb.) CC.

July 6—Tri-State GCDSA monthly meeting, Lakewood CC, Rockport, Ind.

July 13—Indiana GCDSA monthly meeting, Tippecanoe Lake CC, Leesburg.

July 12—New England GCDSA monthly meeting, Agawum Hunt, East Providence, R.I.

July 19—Southern California GCDSA monthly meeting, Green River CC, Corona.

• Midwest GCDSA monthly meeting, Exmoor CC, Highland Park, Ill.

July 19-20—Florida PGA section business seminar, Boca Raton Hotel.


• Northern Ohio GCDSA monthly meeting, Prestwick G & CC, Cortland.

• Metropolitan GCDSA monthly meeting, Winged Foot GC, Mamaroneck, N.Y.

• Greater Cincinnati GCDSA monthly meeting, Ft. Mitchell CC.

July 28—University of Massachusetts annual turf field day, South Deerfield.

Aug. 2—Tennessee GCDSA monthly meeting, Crockett Springs National Golf Course, Brentwood.

• Florida PGA section annual meeting, Orlando.

• Musser Tournament, Kirkland CC, Willoughby, Oh.

• Nebraska GCDSA monthly meeting, Plattview CC, Omaha.

Aug. 3—Tri-State GCDSA monthly meeting, Evansville (Ind.) CC.

Aug. 9-10—Georgia GCDSA monthly meeting, Northwood G & CC, Lawrenceville.


• Indiana GCDSA monthly meeting, Prestwick GC.

Aug. 17—Northern Michigan Turfgrass Managers Assn. monthly meeting, Cheboygan (Wisc.) CC.

• Greater Cincinnati GCDSA monthly meeting, Kenton County GC.


Sept. 7—Tri-State GCDSA monthly meeting, Jasper (Ind.) Muni GC.

Sept. 9—Michigan State University Field Day, Traverse City.

Sept. 11-13—Club Management Institute, executive self-improvement, Bermuda.

Sept. 13-15—50th Anniversary celebration of the GCSAA, Sylvanica CC, Toledo, Oh.

Sept. 13—Nebraska GCDSA monthly meeting, Mead Experiment Station.

• Club Management Institute, Carnegie in Club Management, Dallas.


Sept. 19-21—Fifth Southwestern Professional Golf Salesmen's Association merchandise show, North Park Inn, Dallas.

Sept. 20-23—Club Management Institute Symposium II, CCMs only, Woodlands Inn, Houston.


• Northern Ohio GCDSA monthly meeting, Zoar Village CC, Dover.

Sept. 21—Greater Cincinnati GCDSA monthly meeting, Beckett Ridge CC.

Sept. 22—Northern Michigan Turfgrass Managers Assn. monthly meeting, Shuss Mountain Village, Mancelona.

Sept. 27-29—Club Management Institute, advanced beverage management, Seattle.

Oct. 1—Florida PGA section merchandise show, West Palm Beach.


Oct. 4—Nebraska GCDSA monthly meeting, Hillcrest CC, Lincoln.

Oct. 5—Tri-State GCDSA monthly meeting, Owensboro (Ky.) CC.

Oct. 5-7—Club Management Institute Symposium I, Chicago.

Oct. 10-14—Florida Turfgrass Association management conference, Sheraton Towers Hotel, Orlando.

Oct. 11-13—Club Management Institute, creative food management, Denver.


• Northern Ohio GCDSA monthly meeting, Westfield CC, Westfield Center.


Oct. 18-20—Club Management Institute, managerial psychology, Cornell U., Ithaca, N.Y.