

Parking lot space was to be enlarged. Road repairs and lighting of the entire sporting complex was discussed.

Perhaps the most ambitious undertakings were planned for the California course. Here, where splendid hills surround a city reservoir, no less than 10 tees needed enlargement, the number four green was due for rebuilding, the clubhouse was slated to receive air conditioning and renovations and the maintenance barn would get its share of help, too. Toilets, showers and heat, sorely in demand, were soon to be a reality.

In mid-1968, the recreation commission took advantage of a generous offer by Hillcrest Square, Ltd., to utilize the old Crest Hills CC as a fifth municipal layout. Hillcrest Square, Ltd., was planning to abandon Crest Hills in favor of a high-rise office and apartment complex. In the interim the city took over. More than 15,000 rounds were played in the four-month season remaining, and in spite of stiff operating costs a profit of \$11,380 was realized. Specific plans for Crest Hills would have to await the outcome of the builder's plans.

Maintenance programs at all facilities were to be stepped up as well. This included plans for the installation of Astro Turf on all par three tees, landscaping, tree care and planting, soil

erosion projects and capital repairs at all courses.

The recreation commission had not been idle prior to approval of its proposals. Always in the forefront of catering to Cincinnati golfers, its record of achievement in the year before the special fund was voted into law bears examining.

Capital improvements included a new clubhouse, rehabilitation of 10 acres of flood-damaged fairway and plantings of 120 Norway spruce and white pine at Reeves. California had 14 tees resodded, one green rebuilt and 180 spruce and dogwood planted. Penncross bentgrass was planted at 14 of Neumann's tees and 52 spruce and pine added. Over 50 spruce and pine helped shape Avon Fields in addition to ravine filling. Crest Hills saw the relocation of three greens at a cost of \$3,500.

Curiously, golf income combined with revenues from the Airport Playfield, a sports complex adjacent to Reeves Memorial, was the only financial category in the system that showed more receipts than expenditures. The margin of "profit" was just over \$60,000.

It would appear the commission was looking to the future. Envisioning the tremendous upsurge in public golf, it must have been apparent that the gen-

eral fund, where all golf receipts were deposited at the time, could not support any expansion program.

Part of the 10-year master plan naturally included revenue-producing devices, such as golf car fleets, night play, where practical, and a substantial increase in green fees, common devices utilized by many municipalities, but seldom, if ever, related directly to the improvement of facilities. In that regard, Cincinnati's city fathers may be rightfully labeled unique.

Cincinnati's recognition of the advice of the recreation commission relative to "increasing interest exhibited in such recreation," as stated in the ordinance, was borne out by an ever growing golf population. From 1965, when the total number of rounds played increased by 22,525 over 1964, there were steady increases: 1966, up 35,645; 1967, up 49,878; 1968, up 5,679. Total receipts on five courses in 1968 reached an unparalleled \$574,080 in spite of a much lower upsurge in attendance than the preceding four years. Rainy weather and excessive heat throughout the spring and summer of 1968 kept down the number of players.

Cincinnati's lead in catering to the needs of her public golfers was applauded one year after the inception of the plan by the National Golf Founda-

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Highlights of the Cincinnati Ordinance

WHEREAS, the Cincinnati Recreation Commission has advised of the need to improve existing golf facilities and provide additional golf facilities to meet the increasing interest exhibited in such recreation; and

WHEREAS, the Cincinnati Recreation Commission proposes a 10-year golf development program which would include three new golf courses, a lighted nine-hole executive golf course, rehabilitation of existing courses, and the introduction of new revenue producing facilities, including electric golf cars, driving ranges, par three and miniature golf courses; and
WHEREAS, the Cincinnati

Recreation Commission has concluded a research study, indicating that the 10-year plan is feasible and self-supporting; and

WHEREAS, it is desirable to create a new, single fund into which all golf revenue can be placed and all disbursements made; now, therefore,
BE IT ORDAINED:

Section 1. That the Director of Finance is hereby authorized and directed to establish a fund to be known as "Municipal Golf Activities Fund" to be numbered No. 105.

Section 2. There shall be deposited in said Fund monies received from all golf activities, including miniature golf courses, golf driving ranges,

golf cars and other related activities.

Section 3. Expenditures may be made from the Fund to defray the cost of operations of the activities, capital improvements, and debt services, except that not less than 15 per cent annually of the gross revenues credited to the Fund pursuant to Section 2 hereof shall be paid to the General Fund upon vouchers approved by the Superintendent of Recreation or his designee.

Section 4. The provisions of Sections 1, 2 and 3 hereof shall become operative June 1, 1969.

Section 5. This ordinance shall take effect and be in force from and after the earliest period allowed by law.



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tion. They stated, the city has "formulated long range and continuous plans to provide both new facilities and to increase and improve their present courses. As a result, the facilities now available have in the last eight years doubled the number of rounds played, and future plans will ensure that facilities are available for the city's steadily increasing number of golfers."

Recently, Fred Stewart from Lafayette, Ind., a facility development consultant of the NGF, whose territory includes Cincinnati, said, "Cincinnati's plan is a great concept and has apparently worked very well. One thing, it has kept politics out of it. That's important and should be considered by communities where recreation is handled politically. In my travels I have suggested that other cities should look into the Cincinnati plan."

Have the first five years of the Golf Development Program fulfilled the needs of Cincinnati's public golfers? Have the goals been achieved? Is the over-all plan on schedule? Have accomplishments been financially sound? Key questions to which answers should confirm or deny the wisdom of the City Council in passing Cincinnati's bold ordinance, the creation of the "Municipal Golf Activities Fund."

To answer the aforementioned and other questions, GOLFDOM talked recently with Robert "Red" Strauss, the author of the Ten Year Golf Development Program. He said, "The over-all plan is on schedule. We've been able to benefit from being slow and we're willing to take the full 10 years to achieve our goals." Alongside the accomplishments of the recreation commission and its ongoing plans, these are indeed modest words.

Before going into specifics, Strauss explained one of the key factors in the plan. "Looking at the balance sheet, at the end of 1973 we had a surplus of \$143,000 in our golf fund, which means that, even with some of our new activities not even bringing in money, we're able to pay the debt service on them. We feel we'll definitely be able to generate enough income over and above operating expenses to pay off our debt services."

The debt service payment offsets revenue bond issues, which are allocated by the city council upon request from the recreation commission. Pres-

ently, there is a \$1.1 million program, which is funded by revenue bonds, and that money has already been spent. In Strauss' budget for the current year, a \$74,000 debt service payment is earmarked to offset part of the outstanding balance.

The largest single project at this time is the first stage of a master plan for the Glenview School grounds. "Glenview was city owned property," Strauss explained, "which had been leased to the county for many years as a school for wayward children. We asked that the city transfer the property to recreation for golf, and after much haggling they agreed. We now have 300 acres of the most beautiful land in Hamilton County. We hired Arthur Hills to design a master plan for the entire area and we're now building nine holes of a 27-hole layout. Depending on weather, we expect to open this nine by July 1st of this year in addition to a driving range." The remaining 18 holes are to be installed as soon as the nine holer pays for itself and has some surplus. "That's the key to all our new endeavors," Strauss said. "We are expanding with the \$1 million, and most projects are geared to revenue producing. When we know the nine holes are financially sound we'll go right back to the council and ask that they issue more revenue bond to develop the other 18."

Part of the \$1.1 million is being utilized at Neumann where the envisioned additional nine holes are currently taking shape. According to Strauss, five holes are pretty well along. The promised par three at Reeves Memorial has already been completed. It opened last year and is already producing profits. Strauss' casual reference to these two new facilities, which were both part of his Ten Year Plan, was rather disarming. We can only assume success in planning and execution has become a common occurrence in the Cincinnati public golf scene. These singular accomplishments were to be anticipated, one supposes, once the Golf Activities Fund had been passed into law. At least that's the impression Strauss leaves.

At Avon Fields, as promised, the driving range was completed last year, and it did rather well, Strauss reports. This year the deluxe miniature course was opened in May. "It's under lights and beautifully landscaped," says Strauss. "The Park Board came in and

did the architectural landscaping and actually furnished us all the materials free."

Strauss' story about the acquisition of a nine holer that was saved from real estate development typifies the kind of creative thinking municipalities would do well to emulate.

"Last spring," Strauss began his story, "there was a little old nine hole course that was going to be sold for real estate development. In fact the owners didn't want it to remain a golf course, and it had been there for 40 years. When it became available for developers to buy, my boss and I got interested as well as our golf advisory council. The city council heard about it, too, and asked for a report on the feasibility of buying the course for the city. We supplied our analysis and immediately contacted the state bureau of outdoor recreation to ask if they would give us a matching grant, if we were able to make the purchase. They agreed, and last year we leased the property. The agreed-on price was \$220,000 for this going golf course with a nice clubhouse built into a very heavily-populated area, which made it ideal for city recreation. It's a most beautiful piece of land, and every time I went out there, I just drooled over it because I felt it should not go for housing. Originally the owners wanted \$300,000, but when the contract was finally drawn, the city got it for \$220,000. We also threw in \$25,000 for equipment we needed to take it over. The course had been stripped by the previous owner in anticipation of selling it for development. Even four of the greens had been sold off. At any rate we operated that course last year in the black. It cleared \$4,000 above expenses. Now the city has another golf course forevermore. The city is only paying \$110,000 and the state bureau of outdoor recreation the other \$110,000. It will remain a nine holer, since it's boxed in pretty well. There is about 25 acres that might be available that we could use to improve it, but I don't think we could get any more than that. As it is now, it's almost an executive size course."

This year-old acquisition supports 700 golfers in some 30 leagues, which are big golf business in Cincinnati. There are women's leagues, senior leagues, company and organization leagues of all kinds. No less than 100

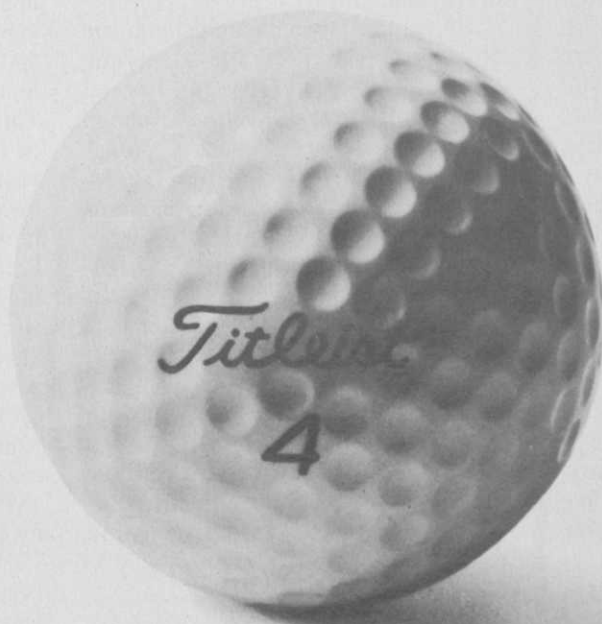
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leagues play at the city's five courses, and the demand for space is tremendous. Local companies, such as Proctor and Gamble, which has three golf leagues, demand space for their golfers just as they do for their baseball leagues. "League play really depends on whether you have maximum play at your course," Strauss said. "It certainly should be considered if you have time available."

Added revenues from league play can be calculated at the beginning of the season. Budget planners at public courses might do well to follow Cincinnati's lead and do a little selling of their own facilities. Projections of income could certainly use a firm dollar figure rather than the usual guessing of anticipated rounds and green fees.

Innovation in operations is also part of Cincinnati's success story. As an example, green fees are the same seven days a week! That's unusual. As Strauss explains it, it makes a lot of sense. "Since our play tends to be as heavy on weekdays as on weekends, we decided one price, \$3.75 for 18 holes, should prevail seven days a week. We feel the fella who can only play on weekends shouldn't be penalized. It's unfair if someone else is off weekdays and gets a price break too. And, of course, we needed the extra revenues as well." Green fees in Cincinnati have not risen as sharply as elsewhere in the country. There are few public courses where you can still play 18 holes for under \$4. Five years ago 18 holes cost \$2.60 on weekdays and \$3.30 on weekends and holidays. Junior and senior rates have, of necessity, been raised slightly, too. Juniors used to tee off for \$1 and now must double that for a round. Seniors, 65 and over, get to play weekday mornings at \$1.75 for nine holes and \$2.50 for 18.

Potential income from green fees for the Queen City system runs to over a million dollars a year from the approximately 300,000 rounds at their five courses. Additional refectory income accrues directly to the city. Food concessions are not leased out. "We serve the best kind of food from an excellent short order menu. We've never had concessionaires. Usually, in a municipality you run into the low bidders who underestimate their operating costs. Then the quality falls off," Strauss feels. All golf-oriented activi-

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What's Happening in other Cities

The National Golf Foundation reports an estimated 11 million golfers played 15 or more rounds on United States facilities in 1973: 1,755,000 players were accommodated at 4,472 private clubs; 4,303,000 teed off at 3,870 daily fee facilities, but 4,942,000 golfers had to squeeze into waiting lines at 1,336 municipal layouts! (Totals include regulation 18s and nines.) Three hundred twenty-eight executive and 890 par threes, the bulk of them daily fee spreads, brought the total number of United States facilities to 10,896 for 1973.

To compound the irony of the statistics, the NGF further estimates an additional 2,550,000 golfers played less than 15 rounds, mostly on municipal or daily fee layouts.

Clearly the major plight of the municipal golfer is directly related to the number of courses available to him.

Uncreative city recreation managements who cannot recognize, as Cincinnati has done, that revenues from golf belong in large measure to the golfers, will forever short-change the unaffiliated player.

By volume alone municipal golf can be self supporting. While supporting other, less financially productive sports, golf could still earmark enough funds for much needed course improvements. Green fees and other golf-related activities now produce the most revenue of any recreational program operated by a municipality of any reasonable size.

An examination of cities other than Cincinnati indicates that for the most part, not much is being done to provide the municipal course faithful with even adequate facilities, even though revenues obviously far exceed the funds required for creative, active programs geared to improvement and renovation, as well as expansion.

NEW YORK CITY

In New York City, where the parks department operates 13 courses, four year-around and nine from April 1 to November 30, as many as 688,000 rounds or more may be played in a

given year. Striking averages within the various price structures: 39 per cent weekend and holiday play at \$4; 36 per cent weekday play at \$2.50; 23.5 per cent seniors play at \$1, and 1.5 per cent junior play at \$.75, the potential yearly income from green fees alone is \$1,641,900.

One quarter of those volume receipts or \$420,475 each year for five years could buy two complete 18-hole courses!

Any new golf course, while paying off its own financial obligation, could easily produce enough revenue to help support other parks department activities, such as tennis, which currently reaps a mere \$300,000 a year for city permits.

It is a popular misconception among New Yorkers that there is no room for expansion. An examination of park lands and open acreage, however, can easily put that myth to rest. An executive course or a sporty nine holer could be built into a little-used section of Central Park, right in the middle of Manhattan. What a boon to the city that would be, not to mention the convenience for the city's "subway" golfers. Long reaches of meadowland in Staten Island could be reclaimed. La Tourette, in the same borough, could be lengthened and nine holes added on vacant land the parks department now owns. Pelham Bay Park in the Bronx, now the home of Split Rock and Pelham, has room for another 27 holes. The existing clubhouse with some revamping and expansion, could handle all the traffic. Many ideas have been advanced through the years about rebuilding another Bronx eyesore, Van Cortlandt Park. America's oldest municipal golf course, (it opened in 1889) because of its geographic slicing by the Major Deegan Expressway in 1938, is virtually divided into two layouts as it is. Fourteen holes are on one side of the expressway and four on the other. Simple alterations utilizing almost all existing tees, greens and fairways could transform Van Cortlandt into a regulation 18 and nine, rather than the chopped up 18 of the

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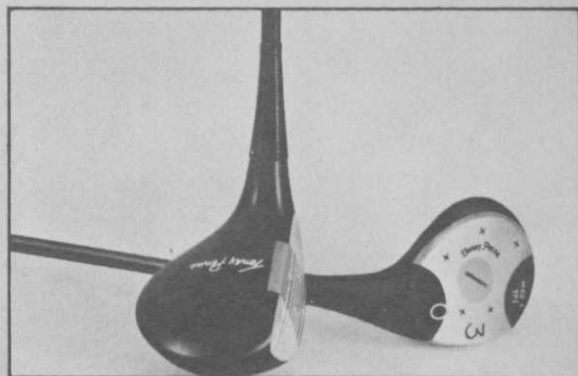
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OTHER CITIES from page 26

present layout.

In New York City the possibilities are limitless. All those who suffer together the endless waits, dream that some day creative planning may emerge as a vital force from the Arsenal, headquarters of the parks department.

For years concerned, dedicated city golfers have urged the department to revise the rate structure for green fees. Every community surrounding New York City charges non-residents stiff green fees; in some cases almost double those paid by residents. Because the city's comparatively low fees, many New Jersey and Westchester County residents flock to Staten Island's two courses and to the four layouts in the Bronx. Nassau County golfers frequently play Douglaston Park, Clearview, Kissena and Forest Park in Queens. There are no preferential rates for the city's residents. The potential additional income from higher rates for non-residents has been totally ignored by the parks department. The obvious result is overcrowding and extensive wear and tear on the city's already overtaxed golfing facilities.

The deplorable conditions of New York City's courses are legendary. Exceptional layouts approaching championship caliber, such as La Tourette and Split Rock, are grim, barren reminders of their former plush conditions. The city's golfers are largely ignored, even though their green fees produce the largest chunk of parks department income. Surely they deserve better. They certainly have the right to expect that a fairer share of their contributions to the recreation coffers might be returned in the form of improvements if expansion is beyond the comprehension of the parks department.

MIAMI

The city of Miami has only two municipal golf courses; however, in the Greater Miami area, roughly the size of Rhode Island, there are 33 courses, nine of which are open to the public.

Playing conditions are superb, generally speaking, but overcrowding is a problem, particularly "in season," December to March, when the estimated 100,000 local golfers are

joined by the vacation-hungry hordes escaping wintry blasts.

Le Jeune GC, near Miami International Airport, is considered by many to be one of the most beautiful public courses in the country. Its challenging par 72, 6,800 yards of gently rolling land are interspersed by 3½ miles of lakes that come into play at 12 holes. Eighty thousand rounds a year are not uncommon at Le Jeune. By contrast, the 6,665 yard, par 71 Miami Springs course, also near the airport, has old trees and gentle hills with wide open fairways and tough bermudagrass greens.

In a real sense, there is no room for expansion within the city of Miami, but the city spares no expense in maintaining superb playing conditions.

Miami Beach, across the causeway over Biscayne Bay, boasts two fine courses, Bayshore and Normandy Shores, as well as a neat par three. Five years ago, Bob Van Hagge and Bruce Devlin redesigned Bayshore into a championship layout. Lakes and water holes were added. Superb landscaping, including extensive flower bed work has made a showplace of this well-run city course. Obviously golf revenues are being allocated where they belong, judging by the playing conditions.

Dade County's Palmetto course, just south of Miami, was originally a private club designed by Dick Wilson. It opened in 1960. Seven years later the county purchased it for \$1,288,500. The purchase was financed by revenue certificates repayable by income from the course itself. Three years later Dade County Park System was on the move again. This time it was the construction of a superior course on Key Biscayne.

Local official attitudes in the Greater Miami area have shown great concern for the needs of Florida's public golfers and for their Northern brethren who crowd their lives during "the season."

PHILADELPHIA

Although the City of Brotherly Love has no special golf fund, Philadelphia's recreation administration returns a fair share of revenues to the courses. Nearly 275,000 rounds are played annually at six municipal courses. The Fairmount Park Com-

mission operates five of them, and the sixth is run by the Philadelphia Department of Parks and Recreation.

Improvements in the past few years have included fairway watering, rebuilding the parking lot and bridge construction at Cobbs Creek, drainage projects at Karakung, a tree planting campaign at Franklin Delano Roosevelt and the addition of a restaurant at Juanita. The courses are generally considered to be in good condition. Management seems concerned with the plight of its golfers, but funds for major undertakings are limited.

It was rumored about four years ago that the city was considering the acquisition of Poquessing Valley Creek prison farmlands for development as park land, to include a new municipal golf course. Apparently this will not be a reality and expansion is not in the cards for Philadelphia. A continual program of improvement will have to suffice. A spokesman said recently, "Money in Philadelphia is tight. We'll continue trying to provide our golfers with the best conditions possible but chances for any new courses seem remote at this time. Sure, we've heard of the Cincinnati golf plan, but I can't imagine us undertaking such an elaborate scheme."

CLEVELAND

Cleveland's position in Ohio's densely populated Northeastern section might seem to preclude good news for public course golfers. The contrary is more to the truth. The Cleveland area is loaded with private courses, and during the past five years there has been a boom in privately-owned public courses.

Cleveland's Department of Parks and the Metropolitan System operate some of the finest public golf courses in the country. Superb conditions are commonplace at Seneca and Highland Park, both 36 hole city run courses. Highland Park hosted Cleveland Opens in 1964 and 1965. Seneca is home for the Sixth City Golf Club tournament as well as being used as a National Publinx qualifying location. The Metropolitan System operates six courses, all of which are kept in top condition. New courses may not be necessary within the city systems. The area is blessed with available facilities. In the meantime, dedicated superintendents Howard Simmons, who has

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ORGANIZE FOR PRO SHOP PROFITS

The key to successful management is organization. Set down your policies in a procedures manual that covers "cabbages and kings"

by GARY WIREN EDUCATION DIRECTOR, PGA OF AMERICA, LAKE PARK, FLORIDA

Several years ago, a young and very successful dentist came to me for golf lessons. He was the ideal student: physically adept, intelligent and extremely strong-willed. His enthusiasm and drive had helped him to succeed in several other endeavors prior to his venture into dentistry. At his invitation, I visited his office, curious to find out how he had progressed so quickly in only a few years (at 35 he was approaching \$500,000 in assets).

There are many good dentists, but this one was more than good. He was "super good." His extraordinary success originated in the way he had organized his office. His system made maximum use of facilities, equipment and staff. The formula behind that system, I found, was contained in a two-inch thick, ringed notebook labeled, "Policies and Procedures Manual." The dentist had worked out a precise procedure for every function the office performed: he had formulated policies for every situation with which his staff was normally confronted. As we left his office, his priceless comment was, "We even have a procedure for unlocking the front door in the morning, and if one of my assistants forgets his key, there's a procedure for that, too."

This story is a roundabout way of

showing how much a man's success hinges on organization. All of us could be better managers of our business. Too much time is wasted on inconsequential matters. When a head professional knows he has reliable help, yet feels compelled to stay in the shop all the time, he is failing as an administrator. Because he fails to delegate authority, which stems from the failure to be properly organized, he encourages club members to ask only for him, even for the most routine services. The request could as easily been handled by an assistant. This is not good management. It's an ineffective use of people.

A refreshingly simple explanation of good management, which I heard at a recent seminar, was:

1. Know what you want to achieve;
2. Realize that you can't get there without the help of others;
3. Find good people and hire them;
4. Provide them with the necessary resources and guidance to succeed.

The last part is where a policies manual becomes important.

The numbers of people who have failed in their work must be legion. Part of the reason for this high incidence of failure stems from never really understanding what it was they

were supposed to do. That's why a job description, a precise definition of duties and a definite assignment of responsibilities are imperative, because they maximize the potential of any staff.

Two of the best policies manuals were formulated by golf professionals Jack Lumpkin, formerly of Oak Hill in Rochester and now at Cherokee CC outside of Atlanta, and Jim Bailey, from Adams Park Country GC, near Denver. Both these young and energetic professionals have given their employees a precise picture of what is expected of them, what employees can expect in return and an authoritative decision-maker in the absence of both pros. Lumpkin and Bailey have also been wise enough to realize that no employer is smart enough to remember everything let alone tell it to each new employee. It helps to write everything down, eliminating the accusation, "but you never told me that."

Here are some of the ideas contained in these two gentlemen's manuals, ideas which were incorporated into a PGA "Procedures Manual for Total Operation of the Golf Shop." The manual is too lengthy to duplicate here, so an outline is given with a few topics treated briefly.

INTERNAL ORGANIZATION

EMPLOYEE BENEFITS

Employee benefit coverage. (The professional might find it helpful to outline the benefits extended to each employee in every job classification. Be sure to include a statement of costs to the employee, effective date of coverage and limits of coverage.)

Vacation policy.

Overtime.

Employee merchandise purchasing. (Establish the discounting procedure you offer on each category of merchandise. If certain job classifications receive different discounts, make this clear.

More important, remind all personnel that purchases are to be made only for themselves, not others, if this happens to be your philosophy. A special accounting procedure should be adapted to such discount purchases, *i.e.*, specify who can transact such sales, including a statement on how and when payment will be made.)

Leave of absence.

PERSONNEL MANAGEMENT POLICIES

Organization chart. (An up-to-date organization chart has sev-

eral applications. First, it sets forth the lines of authority. Second, it designates areas of responsibility. Third, it is a convenient place to list the names and telephone numbers of the entire staff. Fourth, it graphically depicts the working relationship among club manager, superintendent and professional, precluding unnecessary staff confusion.)

Enumeration of job responsibility. (In business, listing the responsibilities, duties and obligations of a particular job often helps a person see how his job

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