

unless we can convert these "if it weren't for our golf club being here" claims into recognizable value. Can we do it?

There's no reason why we can't get a "how to" cost/benefit procedure started if we set our mind to it. We've been told by national experts in this field that real cost/benefit or tax-impact studies have never been attempted in recreation land use. But, then, they've never cared about the subject, either.

Finally, there doesn't appear to be an acknowledged system for determining the monetary value of recreational land for appraisers and assessors; and damage is done first at the appraisal level. The national appraiser and assessor groups recognize that their members often are operating in the dark and they don't like reversals in court. They'd like to study the question of valuing recreation land with us to better understand and normalize the situation for both our benefits. That will be a long range program of significance to the industry.

On current/potential relief mechanisms—

- 1) To date—open space legislation is an answer for many, but it can require a lengthy constitutional process, often is political to a fault because it can stunt local taxing prerogatives, and when the public gets wind of it, look out!

In 1973 we published a comprehensive analysis of state tax regulations with an emphasis on a model constitutional amendment: It is still current. While open space provides for evaluating land according to use instead of market value, often there aren't any formulas for such valuation. Hopefully, we may be able to contribute in this area.

- 2) Land valuation assumes a transferrable *right* to develop, which is worth money. Once that

right is conveyed or restricted through easement or Transfer of Development Right, the concept goes, its value is reduced, and its tax should be also.

There are a number of considerations on such restrictions. First, these easements, etc., are granted by the taxing authority; they are not for the taking. *Second*, once the value of the property is reduced, your capacity to raise a mortgage may be impaired. *Third*, the length of time on these arrangements will determine how often you'll be rerated.

- 3) The development of wetland protection laws may offer some protection. Local officials set the conditions under which the wetland protection laws can be applied. Possibly, the land can't be developed.
- 4) The last recourse, of course, is the courts—finding weaknesses in the appraisal process. We'll compile the most significant cases for quick reference.

As things are going now, we can already see two major areas to be studied that no individual club could tackle:

- 1- A system for evaluating open space in the appraisal process, in cooperation with national appraiser, planner and assessor groups;
- 2- Developing a system which helps in comparing club-used recreation land against any other use.

That is where we are—barely the edge.

We know that this first effort, which we hope to wrap up very soon, will only scratch the surface of this enormous question. We ask for your support, your input, your cooperation.

## Government Regulations— Their Impact on Golf Turf Management

by PALMER MAPLES, JR., President, Golf Course Superintendents Association of America and Superintendent at the Standard Club, Atlanta, Ga.

All of us are aware of the new regulations that have come from the different government agencies in the past few years. There was a time when the only form to fill out was the social security withholding form; that was our only contact with government. Today a number of forms and lists have to be filled out and maintained as we go about our business of growing turf. Today regulations govern not only people and how they work, but machinery, chemicals, noise, pollution of air and water, and housekeeping of the maintenance area and building before we even get

out to the turfgrass area itself. How are these regulations affecting the management of turf?

Presently, there are two major government agencies that, through laws passed by Congress, exercise some oversight in the management of turfgrasses. These are OSHA and EPA. One minor agency would be the Fair Labor Standards Act as it applied to the wage and hours laws, and possibly insurance and pension regulations.

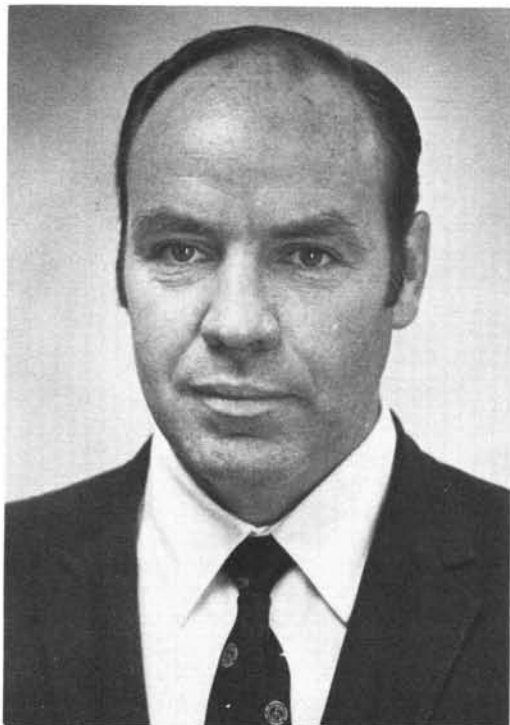
OSHA refers to the Occupational Safety and Health Act of 1970. OSHA became an official part of

the National Labor Law in April, 1971, and has as its mission "to assure as far as possible every working man and woman in the nation safe and healthful working conditions and to preserve our human resources." OSHA proposes to do this through establishment of responsibilities for employers and employees, standards in an inspection program with fines and with guides for safety under all conditions.

How will this affect the grass in its color, growth, or survival? OSHA regulations deal with the men and equipment that are used to maintain turf.

- 1) Protective clothing must be provided workers spraying chemicals to prevent disease, insects or weeds interfering with the growth of or survival of the desired grass.
- 2) The machines used to mow the grass must have certain guards and safety devices to help prevent injury to operators.
- 3) A particular disease might go unchecked and kill the grass because during the previous spraying there was a machine breakdown caused by improper cleaning and servicing. The part had to be ordered because it couldn't be found in the junk pile of parts in the building and, the parts book had been used to start a fire with just a few days before.

This may sound a little ridiculous but it points out situations of health and safety that are really just good common sense operations. OSHA is basically application of recognized standards of doing business in a business-like manner. The MAN in management has more responsibility to his employees and employer as he oversees his operation. He must



be aware of the law and how it affects his operation. He must maintain those necessary records, and if he doesn't, and the inspector finds cause to issue a citation, then upper management may wonder if it has the right man in charge. On the other hand, upper management also has the responsibility to furnish needed equipment, training, and time for the application of standards in the daily operation of the business.

The Environmental Protection Agency (EPA) certainly is a major contributor to awareness of government regulations within the turfgrass management field. The regulated use of chemicals will certainly have its impact on the turf industry in more ways than just the cost of chemicals. There is an excitement around the country now for certification of pesticide applicators. This is an EPA sponsored endeavor that comes from laws passed by Congress stating that by October, 1976, applicators must be licensed to apply pesticides restricted in use. (This certification deadline has now been extended to October 1977.)

Many states have already had seminars and training schools for the 10 different categories of users, and after testing they have issued licenses to those qualifying. It is expected that some future time an actual list of restricted pesticides will be published. Some changes may have to be made in a particular chemical used. Some chemicals have been removed from the market completely. This has been the case for DDT, and most recently new chlordane and heptachlor.

Superintendents will have to support local and regional researchers to help locate new chemicals that can and will do as good a job as previously used chemicals. For our own safety and the safety of the players, we must know how a pesticide works before we make an application to a golf course. Once it is applied, what happens to the grass, the pest, the golfer as he uses the grass, the water that runs over the treated area, the soil in the treated area, and to the man and equipment that made the application?

Any new chemical that comes into use today has to have certain back-up data concerning its performance. The companies manufacturing these products spend great sums of money developing new products, testing them to get the best, and then marketing the product to make it available for use. We who are responsible for the course, however, must know many things about this new product before we make the first application on our course under our conditions of soil, water supply, grass variety and

*Palmer Maples, Jr., Superintendent at The Standard Club, Atlanta, Ga., believes researchers must now develop new chemicals to replace those previously used but now outlawed.*

use of the area. The mission of the EPA is to protect and preserve the environment. So again, the MAN in management must be aware of the law and its effect on his business.

Wage and hour laws, insurance and pensions are other regulations that have their effect on turf management. These are added to point out the fact that today there is more to growing grass than just fertilizing and mowing. The impact of all the government regulations will be reflected in the individual in charge. He must now be trained in many areas, and not all of his time will go directly toward overseeing the actual maintenance of the grass. Part of his job and responsibility to the club or company will be spent in learning this new society of government agencies.

Let me illustrate this point of being aware of the law or potential law. Congress has at least presented the opportunity for input from outside agencies. There was a hearing recently on the use of leg-hold traps. How does this affect growing grass? In parts of the country, trapping is a means of controlling large pests that injure grass, trees, shrubs and people. Traps are used on many golf courses, and if they were not available, the cost of having the trapping done would be excessive.

There is another case of a regulation to require underground electrical wire to be placed at least 24-inches deep. This would really create problems for contractors and superintendents who wanted to install an irrigation system where there was already pipe in the ground. Can you imagine the extra digging to get around this pipe with control wires, and at the 24-inch depth? Why can't golf courses, with their restricted use, be classified with home lawns in

the use of low voltage wire?

Because only men can comply with regulations, it will be the man doing the job who will be affected most by these government regulations. Records must be kept up to date and reports filed at the proper time. Evaluations will have to be made of equipment, chemicals, men, procedures, research data, schools, seminars, policies—and the list goes on. Its ultimate effect will show up in the kind of turf that is presented to the user.

Just as doctors, lawyers and repair servicemen are specialists, the superintendent must become a specialist in his profession. He must know all of the special items available to him to perform his work. Special equipment, pesticides, fertilizers, grass varieties will be needed to accomplish this degree of performance. He will read books and magazines, attend seminars, turf conferences, talk with fellow superintendents, visit local and regional research plots, listen to turf Extension personnel—in one word, EDUCATION. This is the impact I see on turf maintenance by government regulations. There will always be pesticides, fertilizers, and mowing equipment; but the man who knows how to get the best use of each individual item, fit it into a planned program and get the work done by people will be the man with the best turf.

It is a time to go out and study what is happening in industry, what research is going on, what the users of my turf area want, and as a time of education and re-education. We must abide by the law as long as it is on the book, and if it is wrong, work to change it through proper channels. Experience is a great teacher and time changes many things. Put together, time and experience will usually produce the desired results that will be best for all.

*Guest speakers at the 1976 USGA Green Section Conference. Left to Right, Charles Wilson, Joe Finger, Palmer Maples, Gerald Hurley, Harold Sargent and Paul Voykin.*

