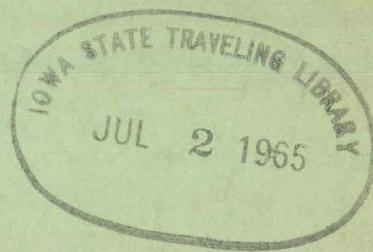
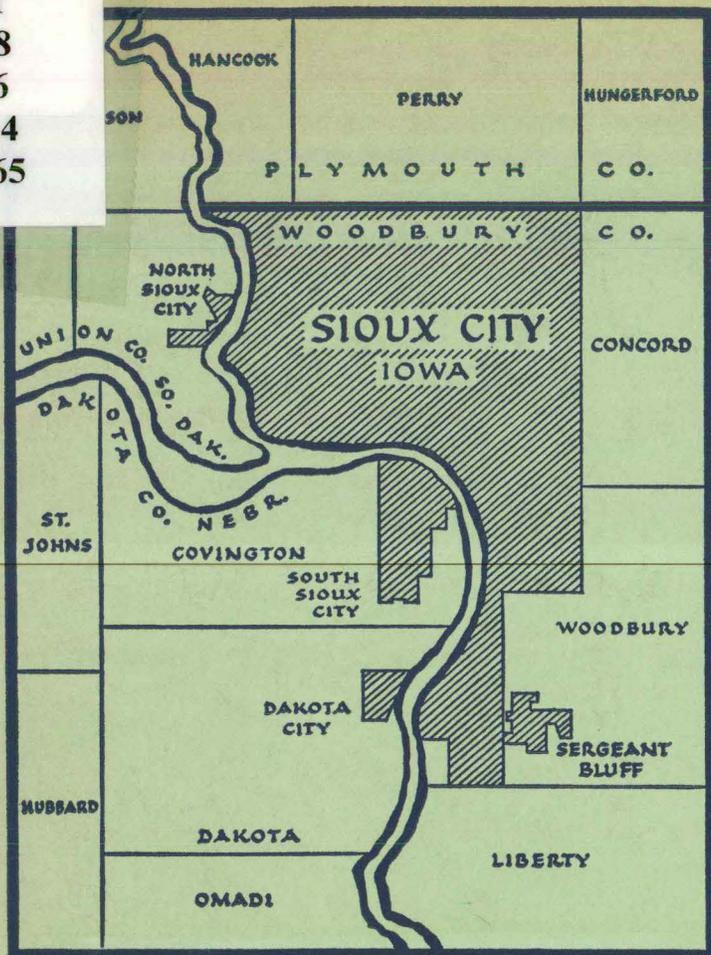


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# *Siouxland Studies*

**A STUDY  
OF INTERGOVERNMENTAL RELATIONS**

**4**

**INSTITUTE OF PUBLIC AFFAIRS  
THE UNIVERSITY OF IOWA · IOWA CITY**

SIOUXLAND STUDIES NO. 4

COMMUNICATIONS, COORDINATION, AND CONTROL AMONG  
LOCAL GOVERNMENTS IN THE SIOUXLAND -- A STUDY  
OF INTERGOVERNMENTAL RELATIONS

by

H. Paul Friesema

Institute of Public Affairs  
The University of Iowa  
Iowa City, 1965

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## FOREWORD

The Siouxland Studies is a series of reports describing and analyzing various aspects of governmental organization and services in a generalized metropolitan region which encompasses parts of three states and whose center is Sioux City, Iowa.

This particular report focuses upon the intergovernmental relations of the local governments within this region. It points out the extensiveness of these relationships and the variety of forms which they take.

Information for the study was obtained by interview questionnaires with officials of the local governments in the region. We wish to express our thanks to these officials for their interest and cooperation in this study. Without their assistance this report would not have been possible.

We hope the report will be a meaningful contribution to the increasing body of literature on the subject of intergovernmental relations.

Dean Zenor, Director  
Institute of Public Affairs

April 1, 1965

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## THE SIOUXLAND STUDIES

In the fall of 1962 the Institute of Public Affairs was requested to conduct a comprehensive survey of governmental affairs in the area around Sioux City. A subsequent agreement was reached with the Sioux City municipal government that was also approved by governmental and civic leaders from other political jurisdictions around Sioux City.

It was agreed that the study would focus on the many facets of governmental services and administration in this metropolitan region, and specifically on intergovernmental relations in the area, on the administration and organization of Sioux City government, and on functional studies of governmental services provided area residents.

### Defining "Siouxland"

Three areas are of prime concern in the studies: (1) the city of Sioux City, (2) the Sioux City metropolitan area, and (3) the Siouxland region. Of these three, only the city of Sioux City is a formal government entity. It has the powers of a municipal corporation granted by the state legislature, an identifiable government organization, and certain other formal attributes. The municipal powers are exercised within the city limits.

The Sioux City metropolitan area and the Siouxland region are more abstract quantities. The concept of the Standard Metropolitan Statistical Area (SMSA) was created by the Bureau of the Census to meet the need for presentation of general purpose statistics by the federal government. It refers basically to an integrated economic and social unit with a recognized large population nucleus. Objective criteria of a quantitative character have been established to define the area. Sioux City, and the remainder of Woodbury County, meet these "metropolitan" criteria and hence are classified as an SMSA. The important point concerning this area is that it is not a unit of government. It is a descriptive unit of measurement rather than a legal entity. In effect, it is a term of convenience.

Siouxland is also a term of convenience. It is used by local newspapers to describe their prime areas of circulation. It is used by local merchants to describe their trade areas. It may be used by other groups to indicate other special interest areas. Each of these usages will refer to a certain territory in and around Sioux City, but in each case the boundaries will be somewhat different.

The term was chosen for use in these studies because it reflects the idea that the Sioux City government cannot be studied without taking cognizance of surrounding areas that may influence the programs and activities of the Sioux City government. A simple illustration of this would be the incidence of South Sioux City residents using Sioux City's recreational facilities.

Other areas will have other implications. Thus, the Siouxland boundaries will have to be somewhat vague, varying from function to function.

### Sioux City and Other Metropolitan Areas

It has been noted that one of the chief values of the metropolitan area concept is that it provides a basis for statistical comparisons. How, then, does Sioux City as a metropolitan area compare with others throughout the country?

One of the most important phenomena in contemporary America has been the tendency for our expanding population to cluster in urban areas. The 1960 Census of Population revealed that nearly two-thirds of the entire population of the United States reside in the 212 areas designated as "metropolitan" in 1960. These areas accounted for 84 per cent of all the increase in population during the 1950-1960 decade.

The state of Iowa ranks thirty-fifth among the fifty states in the percentage of its population living in SMSA's, but despite this low rank, 33.2 per cent of all Iowans live within the seven metropolitan areas of the state. The following tabulation identifies these seven areas and their respective populations:

#### STANDARD METROPOLITAN STATISTICAL AREAS IN IOWA (With 1960 Populations)

<u>Name of Area</u>	<u>Population</u>
Cedar Rapids	136,899
Davenport - Rock Island - Moline, Iowa - Illinois	119,067 (1)
Des Moines	266,315
Dubuque	80,048
Omaha, Nebraska - Iowa	83,102 (1)
Sioux City	107,849
Waterloo	122,482

(1) Iowa portion only. The Omaha, Nebraska - Iowa area population listed here is that of Pottawattamie County, Iowa, and the Davenport - Rock Island - Moline, Iowa - Illinois area population is that of Scott County, Iowa.

It will be noted that Sioux City ranks fifth among the metropolitan areas in this state. Also, with its population of 107,849, the Sioux City SMSA is one of the 68 SMSA's in the country that has a population of between 100,000 and 200,000 population. The distribution of the 212 SMSA's by population range is as follows:

<u>Population range</u>	<u>Number of SMSA's</u>
2,000,000 and over	10
1,000,000 to 2,000,000	14
500,000 to 1,000,000	29
200,000 to 500,000	69
100,000 to 200,000	68
Less than 100,000	22

Many of the consequences of this population distribution in metropolitan areas throughout the country are apparent. The plight of the cities in regard to securing an adequate water supply, parking facilities, and many other essentials is well known. Urban blight, crime, and minority group problems seem to be other hallmarks of these population centers.

Two reasons specifically make Sioux City a likely setting for studies of a metropolitan area. First, Sioux City is one of the smaller metropolitan areas. While far above the census bureau's minimum size of the core city of a metropolitan area (50,000), Sioux City's population is still slightly less than 100,000. While there are a great many metropolitan areas of similar size, they have received rather little attention in metropolitan studies. The super-metropolises have all been carefully observed, from a variety of methodological and disciplinary perspectives, but far too little is known of the dynamics of the smaller metropolitan areas.

The second reason Sioux City seems a particularly interesting case is because even the most cursory inspection of census data will show that Sioux City and area is a special case. It is a metropolitan area which appears to deviate substantially from the model which has developed.

The Sioux City metropolitan area has witnessed no particular rise in population since World War II. Sioux City's population has grown from 82,364 in 1940 to 83,991 in 1950 to 89,159 in 1960. This is an increase of 8.2 per cent between 1940 and 1960. Nor has there been any growth in suburbs or fringe areas. No new municipalities or bedroom communities at all can be found just outside city limits. What new suburban type middle-class development there has been has all taken place within the city of Sioux City itself, and very slightly in some satellite cities which were established in the nineteenth century.

This situation has, of course, ramifications with regard to the transportation system and many other aspects of the "metropolitan problem."

This relative stagnation has not to date been correlated with a depressed economy, as it has been in some of the mining centers of Pennsylvania and West Virginia. A stable economic base has resulted in high employment, with little fluctuation in response to the national economy.

Comparatively, Sioux City and area have experienced little in the way of southern immigration. The Negro population is very small, and dates from the early organizing days of the meatpacking workers, when Negro laborers were imported as strikebreakers. Many officials believe there is a more serious minority group problem with a small and transient Indian population

than with the Negro community. Negroes might not agree. While the same moral issues are present in this area as elsewhere, the significance of the problem is related to sheer numbers.

The city is facing problems of urban renewal because of decay and "blight" within the city, but perhaps this is more on a par with similar situations in small towns. The model of Sioux City as a "small town writ large" is further enhanced when it is noted that one of the big problems, as many Sioux Citizens see it, is that all the young people are moving away!

As a deviant case, the Sioux City metropolitan area is a likely area for reviewing some of the conceptualizations concerning the universality of the so-called "metropolitan problem." It also might be considered a metropolitan area with an arrested growth; perhaps more analagous to other pre-war metropolitan areas than the modern picture.

An entirely different reason that Siouxland is a valuable site for metropolitan studies is its tri-state character. We can count, using a standard map of the United States, some seventy-one SMSA's in which the core city is less than twenty miles from state boundaries. Yet there is a great lack of information on the extent and types of local intergovernmental contacts across state boundaries. Little is known about what can be done, or about what is being done.

These studies also lend themselves to comparative analyses of operations of local governments in three different state systems. The ways in which these sub-systems of the three states approach their common problems, and approach each other, can shed some important light on federalism as it relates to local communities in a metropolitan area.

#### Significance of Studies for the Siouxland

Perhaps of more immediate interest to residents of the Sioux City area will be the description and analyses of governmental functions throughout the area. Very frequently public officials would like to have information of this type for program and policy planning, but because of the pressures of day-to-day activities they are not able to devote the necessary time for this task. One of the values of contacting an outside consultant is that such an agency can pursue many avenues of inquiry which the city official would have to set aside.

What one political body may be doing, needing, or considering is often completely unknown to an adjoining government which may be mightily affected by such actions. Even what activities different jurisdictions which may be closely interrelated are able to do will often be unclear. This is likely to be so in any situation. In an area like Sioux City in which cities, towns, villages, school districts, special districts, townships, and counties may have entirely different powers and options from one state to another, this is clearly important. A descriptive survey of what governments are in operation in the area, what they are doing, and what they may do, can serve as a useful referent. Knowing the other fellow's problems is always useful to the citizen and political leader. Increasing such institutional knowledge is a prerequisite to

effective coordination and cooperation between governments. So one major goal of these surveys is to identify and describe governments and governmental activities, and thus serve to introduce these governments, one to another.

### Presentation of Studies

The "Siouxland Studies" are intended to be both descriptive and prescriptive. They will contain suggestions about possible courses of future action which the researchers think should be brought to the attention of policymakers in the Siouxland region.

It should be clear that the ultimate value of these surveys cannot be judged on the basis of any count of the number of recommendations made or implemented. Rather, if these descriptions and analyses serve to set the stage, or to sharpen and clarify the issues of public service and intergovernmental relations to citizens and government officials throughout this area, the results will have justified the effort.

The results of the study will be published in a series of volumes bearing the collective title, "Siouxland Studies." Each of these volumes will be concerned with a particular topic of the study. These will include a report of the units of government operating in the Sioux City area, and an administrative survey of Sioux City government; a study of public safety in the Siouxland area; and a study of intergovernmental relations in this tri-state area.

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## Chapter I

### INTRODUCTION

The topic "intergovernmental relations" has come to occupy an important niche in political science. The problems and possibilities of intergovernmental relations have likewise come to be of concern to actors in the political process. This interest, no doubt, has been concentrated most heavily in and upon highly urbanized sections of the country, but it is evident everywhere to some degree.

Most of the academic interest in intergovernmental relations has centered upon "vertical" relations; that is, state-local, federal-state-local, federal-local. Relatively little empirical evidence is found concerning the extent and problems of "horizontal" relations, such as local-local; yet problems with this type of relation bulk large in the minds of local political decision-makers.

Perhaps part of the reason for the lack of study of local intergovernmental relations is that it is a good deal more difficult to obtain sufficient "hard" data. Most of the research available is either in the form of compilations of authorizing statutes, reviews of formally established agencies (metropolitan planning agencies, special purpose districts, etc.), or case studies. The case studies provide the base for most of the theorizing about local intergovernmental relations that can be found.

Studies of intergovernmental vertical relations have had an important source of "hard" data readily available--money. By considering transactions involving the exchange of money as the data for analyzing intergovernmental relations, a researcher has hard, quantitative data which are usually available in published and reliable form, and over time.

Money exchanges are a useful way to approach interlocal relations as well, though data are harder to find and usually are not as available over time as with vertical transactions. Financial dealings also probably do not cover as much of the intergovernmental ground at the local level as they do with other intergovernmental relations. Analysis of money exchanges does not deal with all, or perhaps even the more important, local intergovernmental relations. Joint efforts, exchanges of services, negotiation of disputes, and exchanges of information are just a few of the important problems and activities of local intergovernmental relations that seem likely to be obscured by reliance upon money data as the source of understanding these activities.

As an alternative, case studies have been written of individual and independent decision-making events. Most of these have been only peripherally interested in local intergovernmental relations. Usually these cases have dealt with "decision-making" in metropolitan areas, or with problems

of the "power structure." It is difficult to generalize from these case studies, and they often lack the reliability of quantitative measures.

### Approach

For this study of local intergovernmental relations in the Sioux City area a different sort of data was collected. This study focuses upon the communicative behavior of local authorities and uses measures of such behavior as the basis for exploring the interaction, coordination, and control structure which has developed among local jurisdictions in the Siouxland area.

One of the important insights of mathematical information theory is that communications are quantifiable. As Karl Deutsch has pointed out, by focusing our attention upon communications between governmental actors, we are really observing the nerves of government.<sup>1</sup> For this reason, studying the interlocal communications among officials of the governments seemed a useful avenue to understanding the Siouxland situation. It offered the additional benefit of a comparison with measures of vertical communication (local-state-federal), which also were collected. This will be reported upon elsewhere.

It is surprising that quantitative measures of interaction have not been applied more often to studies of political communications, coordination, and control among jurisdictions. Administrative scientists have measured communications within bureaucracies. In other areas of urban studies a variety of other measures have been developed. The relations between urban areas and hinterlands, for instance, have been studied by some such measures for cultural, economic, transportational, recreational, social, and other human activities. Origin and destination surveys, newspaper readership surveys, economic base studies, and charge-account surveys are just a few of the quantitative measures employed to understand our urban areas. Few similar measures can be found in studies of the relations between governments at the local level. Students of urbanization have cited these other measures as evidence of the increasing control and coordination of activities that accompanies increases in scale. Perhaps because there have not been appropriate measures, they have somehow ignored governments, or assumed that for some reason they were a special case.

### Prior Interpretations

The relative lack of systematic study of communications, coordination, and control of activities among different governmental units in metropolitan areas does not mean that people have not expressed views as to what

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1. Karl W. Deutsch, The Nerves of Government: Models of Political Communication and Control (New York: The Free Press of Glencoe, 1963).

does transpire among such local governments. These interpretations, all with good academic support, can be ranged along a continuum from no communications, coordination, or control to highly centralized communications, coordination, and control. Below is a range including four distinct and contradictory interpretations.

1. No communications, coordination, or control of activities among the different jurisdictions in a metropolitan area. This is the explicit or implicit view of most metropolitan reformers and their academic allies. In fact, this supposed inability of governments to communicate with each other and coordinate their activities forms a large part of the so called "metropolitan problem."<sup>2</sup>

2. No regular communication, control, or coordination--only ad hoc arrangements to meet separate, specific problems. Herbert Kaufman, writing about the challenges to governments in metropolitan areas, says:

Government officials in these regions have coped with the challenges on an ad hoc basis, meeting each emergency in turn and reaching policy decisions in a piecemeal fashion. And somehow things go along without bogging down--just barely avoiding collapse, according to some observers, but getting on, at any rate.<sup>3</sup>

Martin and his associates studying Syracuse, New York, have an identical interpretation.<sup>4</sup>

3. Some very minimum communications and coordination, but little in the way of control of activities. Scott Greer, for instance, writes: "Within the strait jacket of governmental form imposed by the norms of local government and frozen in the state constitutions, a minimal coordination is contrived."<sup>5</sup> He finds that "a certain amount of informal agreement and consultation aids in the disposition of scarce resources and the coordination of policy." But in discussing the results of increasing urbanization, he says: "The benefits of increasing organizational scale, in coordination, resources, planning, and consequently, control over the environment, are denied the local polity."<sup>6</sup> Mowitz and Wright<sup>7</sup> interpret their cases in Detroit as also showing minimum communications and coordination.

2. For example, see Edwin A. Cottrell and Helen L. Jones, The Metropolis: Is Integration Possible?, Vol. XVI, Metropolitan Los Angeles Study (Los Angeles: The Haynes Foundation, 1955). See also Stanley Scott, ed., Metropolitan Area Problems: The Report of the Pacific Coast Conference on Metropolitan Problems (1958) (Berkeley: University of California, 1960).

3. Herbert Kaufman, Politics and Policies in State and Local Governments (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1963), p. 62.

4. Roscoe Martin, et. al., Decisions in Syracuse (Bloomington: Indiana University Press, 1961), p. 337.

5. Scott Greer, The Emerging City: Myth and Reality (New York: The Free Press of Glencoe, 1962), p. 189-190.

6. *Ibid.*, p. 175.

7. Robert J. Mowitz and Deil S. Wright, Profile of a Metropolis (Detroit: Wayne State University Press, 1962), epilog.

4. Centralized communications, coordination, and control of activities among jurisdictions. Banfield has written:

The American city is not governed by a single hierarchy of authority in which all lines are gathered together at the top in one set of hands. On the contrary, from a purely formal standpoint, one can hardly say that there is such a thing as a local government. There are a great many of them. Or, more aptly, bits and pieces of many governments are scattered around the local scene. To make any one of the governments work, it is necessary for someone to gather up the bits and bring them into a working relation with each other. . . . All this gathering up and bringing together of authority requires the generation and use of political influence.<sup>8</sup>

He writes, as his first proposition in his theoretical chapter in Political Influence: "I. The wider the distribution of authority, the larger the stock of power that is required if proposals are to be adopted."<sup>9</sup>

It seems clear that these interpretations are not reconcilable. It is possible that some urban areas could properly be placed in each of these categories, but as a generalized statement about communications, coordination, and control among local governments, at least three of them seem to be inadequate. All suffer from a lack of empirical evidence beyond individual illustrative cases.

#### Siouxland Governmental Structure

This survey in the Sioux City area allows us to test whether any of these interpretations adequately describe the situation here. It should also suggest which, if any, of these interpretations have any general applicability. Of course, Sioux City could be "different." In certain respects it is clearly unique, as is true of most cities. Some of the features of Sioux City and its area which differ from most of the areas intensely studied are its population size and growth, its suburban governments, its overflow into three states, and the extent of its formal coordinating agencies. The Sioux City metropolitan area has a much smaller population than most of the large complexes studied by the researchers listed above. But there are some sixty-eight statistical metropolitan areas within the 100,000-200,000 bracket. Though less studied than their larger counterparts, these areas encompass a large amount of urbanized living. The population growth of Sioux City has been relatively stable over the last twenty years. Nor has there been the multiplication of new political jurisdictions in the suburbs. Most of the postwar middle

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8. Edward C. Banfield and James O. Wilson, City Politics (Cambridge: Harvard University Press and the M. I. T. Press, 1963), p. 76.

9. Edward C. Banfield, Political Influence (New York: The Free Press of Glencoe, 1961), p. 318.

class housing has been built in subdivisions within the core city. Little unincorporated urban sprawl is evident. There is, however, some new growth in the long-standing satellite cities of Sioux City. This is most evident in South Sioux City, Nebraska.<sup>10</sup>

The tri-state character of the Siouxland is also an unusual feature of metropolitan areas, but not as distinctive as might be supposed. There are at least seventy-one standard metropolitan statistical areas where the core city is within twenty miles of a state boundary; that is, within easy commuting distance.

Because of state boundaries, certain formal intergovernmental coordinating agencies used elsewhere are not readily available to this whole urbanized area. These include area-wide single or multipurpose special districts and metropolitan planning agencies. There is a nascent Siouxland Metropolitan Council, including representatives of the municipalities and chamber of commerce groups. Thus far this discussion group has been mainly a paper organization. This situation may or may not differ in other areas. There is a joint health department for Sioux City and Woodbury County, administered by Sioux City.

### Procedure

The survey was undertaken by means of a fairly long interview schedule.<sup>11</sup> It included some open-ended questions which were subsequently coded, but the bulk of the information came through structured, closed questions.

Four interviewers were used to interview the entire administrative staff of the Sioux City government, consisting of sixty-three officials. The list of those to be interviewed was compiled from the administrative survey which the Institute of Public Affairs conducted for Sioux City.<sup>12</sup> (See Appendix B for list of positions which were included as part of the administrative staff.)

In addition, a much shorter interview schedule was administered to a sample of government officials in the other local jurisdictions included in this study. In Woodbury County, Iowa, the county in which Sioux City is located, all department heads were interviewed. In all other jurisdictions, five interviews were taken. These were not randomly selected, but were chosen solely because of availability. Because of the size of the bureaucracies in the other municipal governments, it was not always possible to find five

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10. For a more complete discussion of the individual jurisdictions, see Harry A. Smith and H. Paul Friesema, Units of Government in Siouxland (Iowa City: Institute of Public Affairs, University of Iowa, 1963).
  11. The schedule is reproduced in Appendix A. Only part of the information gathered is analysed in this report.
  12. Frederick Sudermann, Municipal Organization and Administration of Sioux City (Iowa City: Institute of Public Affairs, University of Iowa, 1963).

department heads (North Sioux City, for example, has only one full-time employee who can be called a department head--the police chief). In these cases, elected officials with administrative or supervisory responsibilities in functional areas were interviewed. In all other instances, department heads were the respondents.

The interviews were administered in January, 1964. They were completed in a single work week. All but four were completed in the respondent's place of work. Two respondents had recently resigned from Sioux City administrative positions to take jobs as city managers in other communities. Each of these followed written instructions and completed the questionnaire, returning it by mail. Two Sioux City officials were indisposed during the interview week. A special assistant to the city manager administered the instrument to these two respondents.

The time length of the interviews ranged from slightly more than fifteen minutes to considerably over two hours, with the average slightly over thirty minutes. The non-Sioux City interviews were much shorter.

Although the interview schedule proved reasonably simple to answer, it was a difficult schedule to administer. Many questions were applicable only if a certain answer had been given to a previous question or series of questions. This meant that interviewers had to be versed in some of the particulars of this survey. The four interviewers were staff members of the Institute of Public Affairs. All had experience in municipal research and had some involvement in other aspects of this particular research problem.

The majority of the data presented in this report is derived from the interviews with Sioux City officials. They are the source of most of the information about communication channels between governments. Any time information is used from the interviews with officials in other local governments, it will be clearly and specially indicated.

This reliance upon the responses of Sioux City officials as the data concerning communicative behavior raises an important interpretive question. Though this seemed the only practical way to gather information about frequency of communications, for example, the reliance upon the memory of government officials undoubtedly means that there is some divergence between the contacts recalled and the actual number of contacts made. It would seem that the error would lie on the side of understatement. There seems to be no reason to expect that government officials would "remember" communications that did not occur. On the other hand, it seems quite likely that they would forget some communications which had, in fact, occurred. Thus, we expect that the communication patterns which are found will understate to some degree the actual amount of contact.

## Chapter II

### COMMUNICATIONS AMONG GOVERNMENTS

#### Definition of Siouxland Area

As is more fully described in Units of Government in Siouxland,<sup>13</sup> we have objectively defined the Siouxland area to include four municipalities and four counties. The four municipalities are Sioux City, Iowa, South Sioux City, Nebraska, North Sioux City, South Dakota, and Sergeant Bluff, Iowa. These comprise the ~~Sioux City Statistical Urbanized Area of the Census Bureau.~~

South Sioux City, Nebraska, just across the Missouri River, is the major suburb of Sioux City. It is a mayor-council municipality of 7200, by the 1960 census. South Sioux City is somewhat more than a bedroom community. It has a substantial commercial, entertainment, and industrial base. It also straddles the major highway by which western stockmen reach the Sioux City yards.

North Sioux City, South Dakota, is a small municipality, operating under a mayor-council, minimum service government. Its economic base is largely liquor and racing--until recently, both illegal or highly controlled in Iowa. Many of the 763 people who live in North Sioux City have low incomes, and live in sub-standard housing.

Sergeant Bluff, Iowa, is a town of some 813 people, by the 1960 census. It is a farm community located immediately to the south of Sioux City. It operates under a mayor-council form of government. Its chief relationship to Sioux City seems to be because the Sioux City Municipal Airport and a small military airbase are located at Sergeant Bluff.

The four counties are Woodbury and Plymouth Counties, Iowa, Dakota County, Nebraska, and Union County, South Dakota. Sioux City is in Woodbury County. Plymouth County borders Sioux City on the north. South Sioux City is in Dakota County, Nebraska, and North Sioux City is in Union County, South Dakota.

Although these area governments objectively seem to be related to Sioux City in such a way as to be a part of the "Siouxland," we thought it necessary to compare this interpretation with the views of the respondents. All respondents were asked to state which of these governments they considered a part of the "Siouxland area" or "Sioux City area." Table 1 indicates the general consensus among Sioux City respondents and non-Sioux City respondents that these governments were, indeed, a part of the "Siouxland."

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13. Smith and Friesema, op. cit.

Table 1

LOCAL GOVERNMENTS THAT SIOUX CITY OFFICIALS,  
NON-SIOUX CITY OFFICIALS, AND BOTH  
CONSIDER TO BE A PART OF THE SIOUXLAND

	Per Cent
<u>Sioux City Officials:</u>	
South Sioux City	98.4
North Sioux City	95.2
Sergeant Bluff	95.2
Woodbury County	96.8
Plymouth County	77.8
Dakota County	82.5
Union County	81.0
	n=63
<u>Non-Sioux City Officials:</u>	
South Sioux City	92.3
North Sioux City	89.7
Sergeant Bluff	79.5
Woodbury County	97.4
Plymouth County	74.4
Dakota County	84.6
Union County	84.6
	n=39
<u>Total:</u>	
South Sioux City	96.1
North Sioux City	93.1
Sergeant Bluff	89.2
Woodbury County	97.1
Plymouth County	76.5
Dakota County	83.3
Union County	82.4
	n=102

Plymouth County, Iowa, bordering Sioux City on the north, but without any Siouxland municipality within its boundaries, was least thought of as part of the area, though more than three-quarters of the respondents did consider Plymouth County to be part of the Siouxland. Woodbury County and South Sioux City received almost unanimous selection as part of the area.

Only a single non-Sioux City respondent, a Sergeant Bluff official, defined his own jurisdiction as outside of the Siouxland. Not only did Sioux City officials consider these other governments to be somehow related to their own, but officials in these other governments agreed with this view.

### Meetings, Telephone Calls, and Mail Correspondence

Sioux City officials were asked about three types of communications in connection with their work: face-to-face meetings, telephone calls, and mail correspondence. The Sioux City officials indicated whether or not they had ever had any of these types of contacts with government officials in each of the other Siouxland governments. Table 2 presents the per cent of Sioux City officials who have had meetings, telephone calls, and mail correspondence with officials in these other governments.

Meetings and telephone calls are noted with about the same frequency, and mail correspondence somewhat less. In all three of these categories of communication, and with all jurisdictions, considerable communications are recalled. When the responses are rank ordered for frequency, a consistent pattern emerges. For all three types of communication, Woodbury County, the county in which Sioux City is located, is most frequently mentioned. South Sioux City, Nebraska, is close behind, followed by North Sioux City, and Plymouth County, Iowa. Sergeant Bluff, Iowa, Dakota County, Nebraska, and Union County, South Dakota, follow, with the order altered for mail correspondence.

It is clear that Woodbury County and South Sioux City, Nebraska, are most frequently listed by the Sioux City officials. This frequency corresponds, as could be expected, with the almost unanimous opinion of Sioux City officials that these governments were a part of the Siouxland. Sioux City officials report slightly more communications with Plymouth County, Iowa, than might have been expected, based upon the opinions of these officials as to which governments were a part of the "Siouxland." This finding could be some evidence that the state boundaries do impose some barriers to communications which are not present among jurisdictions within a single state.

### Sioux City Communications with Each Siouxland Government

Although there is no standard by which to compare these findings, except those interpretations discussed earlier, it seems clear that considerably more communications have transpired between Sioux City officials and officials in other local governments than some of the interpreters would have anticipated.

Table 2

SIOUX CITY OFFICIALS WHO RECALL TELEPHONE CALLS,  
MEETINGS, AND MAIL CORRESPONDENCE WITH OFFICIALS  
OF OTHER LOCAL GOVERNMENTS IN THE SIOUXLAND

<u>Telephone Calls</u>		Per Cent
1.	Woodbury County	65.1
2.	South Sioux City	57.1
3.	North Sioux City	38.1
4.	Plymouth County	28.6
5.	Sergeant Bluff	27.0
6.	Dakota County	23.8
7.	Union County	23.8

n=63

<u>Meetings</u>		Per Cent
1.	Woodbury County	68.3
2.	South Sioux City	54.0
3.	North Sioux City	38.1
4.	Plymouth County	30.2
5.	Sergeant Bluff	28.6
6.	Dakota County	23.8
7.	Union County	23.8

n=63

<u>Mail Correspondence</u>		Per Cent
1.	Woodbury County	41.3
2.	South Sioux City	33.3
3.	North Sioux City	22.2
4.	Plymouth County	19.0
5.	Union County	17.5
6.	Sergeant Bluff	15.9
7.	Dakota County	15.9

n=63

Table 3 indicates the percentage of Sioux City officials having some kind of communication with any and each of these other Siouxland governments. Fifty-three out of sixty-three Sioux City administrative officials have had such contacts with other Siouxland governments. More than a quarter of the Sioux City officials have had transactions with each of the Siouxland governments in this study.

These findings seem startling and incongruous when placed beside some of the interpretations discussed on pages 3 and 4. Contrary to most of these interpretations, there seems to be widespread communications between Sioux City and each of these other governments.

#### Communicators in Sioux City Government

The fact that almost eighty-five per cent of the Sioux City administrative staff had communication with other area governments seemed to assure that communications were not confined to a small level of administrators, or key departments. Still it was quite possible that communications were heavily loaded onto certain key actors. Therefore, a breakdown was made, both by level within the Sioux City bureaucracy and by individual departments. Table 4 shows the number of respondents reporting some communications at five levels in the Sioux City administrative structure. With the glaring exception of the administrators of independent agencies (art director, auditorium manager, museum director, docks commission executive secretary, etc.), all levels have a high incidence of communication. Only five out of fifty-five administrative staff people in the standard executive departments escaped communications with other governments in the Siouxland. Communicative behavior with other local governments is not limited to a top few administrators, but extends throughout the hierarchy.

The members of departments having communications with other local governments are described in Table 5. Again, the independent commission administrators compose the only group who do not have extensive communications with officials of other local governments.

When the communications are further broken down, for each other government in the Siouxland, in Table 6, further interesting results appear.

Communications are widespread. Some departments communicate with certain governments more often than with other local Siouxland governments. Some specialization of communications is observed in most Sioux City departments. The constancy of communications is particularly evident with the police and health departments. Many members of these departments have contact with each and every other Siouxland government. Whereas communications are spread through many Sioux City departments with respect to the three municipalities and Woodbury County, when the other three counties are observed it appears that the police and health departments serve as key communications links, carrying much of the load between these governments and Sioux City. Twelve of the sixteen (75 per cent) Sioux City officials in contact with Union County, South Dakota, are in these two departments; twelve of seventeen communicators (70.6 per cent) with Dakota County,

Table 3

SIOUX CITY OFFICIALS WHO RECALL SOME COMMUNICATION  
WITH OFFICIALS IN ANY AND EACH OTHER  
LOCAL GOVERNMENT IN THE SIOUXLAND

	Per Cent
<u>Some Communication with any:</u>	
	84.1
<u>Some Communication with each:</u>	
South Sioux City	66.7
North Sioux City	46.0
Sergeant Bluff	33.3
Woodbury County	73.0
Plymouth County	34.9
Dakota County	27.0
Union County	26.0
	n=63

Table 4

SIOUX CITY OFFICIALS AT FIVE LEVELS OF ADMINISTRATION  
WHO RECALL COMMUNICATIONS WITH OFFICIALS OF  
OTHER LOCAL GOVERNMENTS IN THE SIOUXLAND

	Number/Responses
1. City Manager	1/1
2. Department Heads	15/15
3. Division Heads	21/25
4. Administrators of Independent Agencies	3/8
5. Other Administrative Staff	13/14

Table 5

SIOUX CITY OFFICIALS BY DEPARTMENTS IN THE CITY  
 ADMINISTRATION WHO RECALL ANY COMMUNICATIONS  
 WITH OFFICIALS OF OTHER LOCAL  
 GOVERNMENTS IN THE SIOUXLAND

	Number/Responses
1. Finance	4/5
2. Personnel	1/1
3. Planning	2/2
4. Building and Development and Urban Renewal	2/3
5. Health	6/7
6. Water	2/2
7. Public Service	7/8
8. Engineering	4/5
9. Police	9/9
10. Fire	3/3
11. Civil Defense	2/2
12. Parks and Recreation	3/3
13. Independent Commissions	3/8
14. Others	5/5

Table 6

SIOUX CITY OFFICIALS BY DEPARTMENTS IN THE CITY ADMINISTRATION  
WHO RECALL COMMUNICATIONS WITH OFFICIALS OF EACH OTHER  
LOCAL GOVERNMENT IN THE SIOUXLAND (Number/Responses)

	South Sioux	North Sioux	Sergeant Bluff	Woodbury County	Plymouth County	Dakota County	Union County
1. Finance	3/5	1/5	2/5	3/5	0/5	0/5	0/5
2. Personnel	0/1	0/1	0/1	1/1	0/1	0/1	0/1
3. Planning	2/2	0/2	0/2	2/2	0/2	0/2	0/2
4. Building, Development, and Urban Renewal	1/3	1/3	1/3	2/3	0/3	1/3	1/3
5. Health	4/7	3/7	3/7	6/7	4/7	4/7	4/7
6. Water	2/2	2/2	1/2	1/2	1/2	0/2	0/2
7. Public Service	7/8	3/8	2/8	4/8	1/8	0/8	0/8
8. Engineering	4/5	3/5	3/5	4/5	1/5	1/5	0/5
9. Police	9/9	8/9	3/9	9/9	9/9	8/9	8/9
10. Fire	2/3	3/3	0/3	2/3	2/3	0/3	0/3
11. Civil Defense	1/2	1/2	2/2	2/2	2/2	2/2	2/2
12. Parks & Recreation	2/3	1/3	1/3	3/3	1/3	1/3	1/3
13. Independent Commissions	2/8	0/8	0/8	2/8	1/8	0/8	0/8
14. Others	3/5	3/5	3/5	5/5	0/5	0/5	0/5

Nebraska; and thirteen of twenty-two communicators (59.1 per cent) with Plymouth County.<sup>14</sup>

### Frequency of Communications

Besides asking whether Sioux City officials have ever had various kinds of dealings with officials in these other governments, the frequency of these communications was also assessed. To do this, whenever a Sioux City official indicated that he had communications with some other Siouxland government, he was asked about how often items had come up about which he had such communication. The respondents indicated which of five presented options most closely described their own situation. Table 7 presents the frequency of communications indicated by those having contact with each other Siouxland government.

If communications at least quarterly are considered as "regular," 114 out of 192 reports of communication with some other Siouxland government or 59.4 per cent, are on a regular basis. Fewer than 20 per cent of the communications patterns with other Siouxland jurisdictions occur less than once a year. Table 8 indicates the regular communications between Sioux City officials and officials of each other Siouxland government.

Regular communications as a proportion of all reported communications are high with each Siouxland government. Woodbury County, in the familiar pattern, leads the way. The high per cent of regular communications with Plymouth, Dakota, and Union Counties are largely accounted for by police contacts. Police communications with officials in each of these three jurisdictions seem to be more frequent than by any other single department. They also probably occur more frequently than by any other single department with some of the other governments.

All that has been reported so far indicates that, contrary to prior expectations, communications among jurisdictions of government in the Siouxland area are extensive and communication patterns are widespread. Most administrative employees are called upon to deal with other governments. No level of government and no departments of government monopolizes these practices. The communications are stable and frequent. With approximately 60 per cent of the communication channels between individuals in Sioux City and officials in other Siouxland governments active at least quarterly, the situation is far different from what might have been predicted upon the basis of most of the available case studies from other urban areas. The assumption of entirely independent, autonomous governments, posited by metropolitan reformers and many other political scientists, is far from reality in the

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14. For an analysis of intergovernmental relations focusing upon "functional" relations in Minnesota, see Edward W. Weidner, Intergovernmental Relations as Seen Through Officials' Eyes (Minneapolis: University of Minnesota Press, 1960).

Table 7

THE FREQUENCY OF COMMUNICATIONS RECALLED BY SIOUX CITY OFFICIALS  
 BETWEEN THEMSELVES AND OFFICIALS OF OTHER SIOUXLAND GOVERNMENTS  
 (Number/Responses)

	South Sioux	North Sioux	Sergeant Bluff	Woodbury County	Plymouth County	Dakota County	Union County
1. Once a week, or more	9/42	6/29	3/20	17/46	6/22	4/17	6/16
2. Less than once a week, but at least once a month, on the average	7/42	5/29	1/20	9/46	4/22	5/17	2/16
3. Less than once a month, but at least quarterly	7/42	3/29	15/20	8/46	2/22	2/17	3/16
4. Less than quarterly, but at least once a year	12/42	6/29	8/20	6/46	5/22	2/17	2/16
5. Less frequent than once a year	7/42	9/29	3/20	6/46	5/22	4/17	3/16

Table 8

THE COMMUNICATIONS RECALLED BY SIOUX CITY OFFICIALS  
WITH OFFICIALS OF EACH OTHER SIOUXLAND GOVERNMENT,  
FREQUENT ENOUGH TO BE CLASSIFIED "REGULAR"

	Number/Responses	Per Cent
South Sioux City	23/42	54.8
North Sioux City	14/29	48.3
Sergeant Bluff	9/20	45.0
Woodbury County	34/46	73.9
Plymouth County	12/22	54.5
Dakota County	11/17	64.7
Union County	11/16	68.8

Siouxland. There is found to be a well-developed informal structure which could not be seen by examining the formal organization charts.

### Subjects of Communications

It seems impossible that with so much interaction among jurisdictions that the communications could be solely or mostly on an ad hoc, independent, problem-by-problem basis. Still, because so many other students of local government have stated that this constitutes most of the existing communication and coordination, it seems useful to explore what proportion of the contacts in the Siouxland fall within these categories. Open-ended responses to a question about specific topics of communication have been coded into contacts which involved special "one-shot," nonrecurring projects, ongoing recurring activities, and those which included both. Table 9 presents the coded responses for each Siouxland government. Consistently, the standard ongoing matters outdistance special "one-shot" projects. Of the 192 individual sociometric interaction systems found between Sioux City officials and other Siouxland officials, 168, or 87.5 per cent, were either concerned entirely with recurring administrative matters or both recurring and nonrecurring problems. Slightly more "one-shot" projects are found between Sioux City and South Sioux City and North Sioux City than with the other jurisdictions, but even in those two jurisdictions the "one-shot" projects do not account for 25 per cent of the total.

The explanation of what small differences there are may probably be accounted for by the fact that municipal governments appear to engage in more "special project" type of activities than do county governments, who have far less statutory freedom of movement. Perhaps, to some small extent, the state boundaries pose a barrier, absent among jurisdictions within a single state, to regular, recurring types of communication. If this is true, it is clear that this is a barrier easily surmounted.

These data reveal that the hypothesis that communications among jurisdictions occur only upon ad hoc issues, to solve single discrete problems, is a grossly inaccurate model for Sioux City. Perhaps this hypothesis misstates the subjects of communication among jurisdictions in metropolitan areas in general.

### Benefits of Communications

The communications among officials of governments must certainly be viewed as beneficial to at least one of the parties in his work, or probably they never would have occurred. Initiating and carrying on communications is obviously purposeful activity. We sought to assess for whose benefit these contacts were made by seeking the Sioux City officials' opinion of the purpose. This was done by presenting a five-item, closed response question, for which more than one answer could be appropriate. The options Sioux City officials selected were: to assist the Sioux City official with some problem of his, to assist the other government official, to solve a joint problem, to receive

Table 9

THE TOPICS OF COMMUNICATIONS RECALLED BY SIOUX CITY OFFICIALS  
WITH OFFICIALS OF EACH OTHER SIOUXLAND GOVERNMENT

	Number / Responses
<u>South Sioux City</u>	
1. Special "one-shot" projects	9/42
2. Recurring matters	26/42
3. Both	6/42
4. Unclear	1/42
<u>North Sioux City</u>	
1. Special "one-shot" projects	6/29
2. Recurring matters	18/29
3. Both	4/29
4. Unclear	1/29
<u>Sergeant Bluff</u>	
1. Special "one-shot" projects	3/20
2. Recurring matters	13/20
3. Both	4/20
4. Unclear	0
<u>Woodbury County</u>	
1. Special "one-shot" projects	2/46
2. Recurring matters	39/46
3. Both	5/46
4. Unclear	0
<u>Plymouth County</u>	
1. Special "one-shot" projects	0
2. Recurring matters	19/22
3. Both	1/22
4. Unclear	2/22
<u>Dakota County</u>	
1. Special "one-shot" projects	0
2. Recurring matters	16/17
3. Both	1/17
4. Unclear	0
<u>Union County</u>	
1. Special "one-shot" projects	0
2. Recurring matters	15/16
3. Both	1/16
4. Unclear	0

information not related to any immediate problem, or to transmit information not relating to any immediate problem. Each Sioux City official having a communication was asked to indicate which of these five responses were applicable in characterizing all the communications he had with each other Siouxland government. (Six, seven, and eight are the combined responses when more than one response was selected by an official.) Table 10 presents the data for each Siouxland government. Table 11 presents the combined figures.

These figures give evidence of numerous things. Sioux City officials perceive themselves as aiding people in other governments of the Siouxland much more frequently than they see those other governments aiding Sioux City. Officials in other Siouxland governments might not agree with this assessment, of course. A majority of the communications are either to solve problems affecting both governments about equally, or their communications have involved, over time, benefits for both. The reverse is perhaps the most interesting finding. About 40 per cent of the communications were perceived as not for joint benefit but for the benefit of one local government or another. When a communications and exchange system handles this type of contact, perceived as assisting one party but not the other, with this much regularity, it indicates a well-entrenched system of interdependence. It is not an ad hoc communications system which only solves mutual problems on a strict, negotiated, reciprocity basis. This indicates a large amount of trust and neighborliness among these jurisdictions. Some Sioux City officials could even be said to be paternalistic in their attitudes.

Another point to note in these tables is the almost complete lack of simple exchanges of information to inform the other fellow. In almost all cases, contacts were made to deal with some particular problem. They did not transpire in a vacuum, but were related to specific activities.

#### Routine Staff Communications

As a final indication of the extent of communications among jurisdictions, respondents were asked to indicate whether routine matters arose in their departments in which there were communications between people working under them (not those who were also interviewed for this study), such as secretaries, laborers, etc., and government officials in any of these other governments. Table 12 indicates the responses to this question. Substantial numbers of the Sioux City respondents indicated that there was such behavior in their departments. We also found that a number of respondents were not aware of the communicative behavior of their close colleagues and assistants who were also interviewed. It seems entirely probable that their estimates substantially understated the amount of communications at these lower levels. Apparently, frequent communications also occur between nonadministrative employees in Sioux City and people employed by other Siouxland governments. A great deal of this routine staff communication, with which the respondents had no direct touch, was concentrated in a few departments, with the largest amount in the police department, where officers were frequently in contact with police in other jurisdictions as a normal part of their work.

Table 10

THE PURPOSES OF THE COMMUNICATIONS RECALLED BY SIOUX CITY OFFICIALS  
WITH OFFICIALS OF EACH OTHER SIOUXLAND GOVERNMENT (Number/Responses)

	South Sioux	North Sioux	Sergeant Bluff	Woodbury County	Plymouth County	Dakota County	Union County
1. To assist you in solving a problem which has been primarily a problem for your government	3/42	2/29	1/21	6/46	1/22	0/17	0/16
2. To assist the other person in solving a problem which has been primarily a problem for his government	12/42	11/29	7/21	5/46	7/22	4/17	4/16
3. To try to solve a problem affecting both governments about the same	10/42	6/29	6/21	13/46	4/22	4/17	3/16
4. To receive information from the other person, but not related to any immediate specific problem of yours	1/42	0/29	1/21	2/46	1/22	2/17	2/16
5. To send information to the other person, but not related to any immediate specific problem of his	1/42	0/29	0/21	0/46	1/22	0/17	0/16
6. More than one of the above, but including benefits for both governments (either 3 and any other, or on the one hand either 1 or 4 and on the other hand 2 or 5)	15/42	9/29	6/21	20/46	8/22	7/17	7/16
7. More than one of the above, but benefits all going to the <u>other</u> jurisdiction (2 and 5)	0/42	1/29	0/21	0/46	0/22	0/17	0/16
8. More than one of the above, but benefits all <u>coming</u> to Sioux City (1 and 4)	0/42	0/29	0/21	0/46	0/22	0/17	0/16

Table 11

THE PURPOSES OF THE COMMUNICATIONS RECALLED  
 BY SIOUX CITY OFFICIALS WITH OFFICIALS OF  
 ALL OTHER SIOUXLAND GOVERNMENTS

	Per Cent
1. To assist you in solving a problem which has been primarily a problem for your government	6.7
2. To assist the other person in solving a problem which has been primarily a problem for his government	25.4
3. To try to solve a problem affecting both governments about the same	23.8
4. To receive information from the other person, but not related to any immediate specific problem of yours	4.7
5. To send information to the other person, but not related to any immediate specific problem of his	1.0
6. More than one of the above, but including benefits for both governments (either 3 and any other, <u>or</u> on the one hand either 1 or 4 <u>and</u> on the other hand 2 or 5)	37.3
7. More than one of the above, but benefits all going to the <u>other</u> jurisdiction (2 and 5)	.5
8. More than one of the above, but benefits all <u>coming</u> to Sioux City (1 and 4)	0

n=193

Table 12

THE ESTIMATES MADE BY SIOUX CITY OFFICIALS OF ROUTINE  
STAFF COMMUNICATIONS BETWEEN THEIR SUBORDINATES  
AND OFFICIALS IN OTHER SIOUXLAND GOVERNMENTS

	Per Cent
South Sioux City	15.9
North Sioux City	11.1
Sergeant Bluff	6.3
Woodbury County	28.6
Plymouth County	11.1
Dakota County	9.5
Union County	9.5

n=63

## Chapter III

### OTHER COMMUNICATIONS

This survey would be incomplete if communications which occur only in the course of business were accepted as the sum of intergovernmental communications. It seemed necessary to explore the communications and coordination that might arise as a latent function of joint membership of government officials in professional and social organizations, as well as through patterns of personal friendship.

#### Professional Organizations

Winston Crouch,<sup>15</sup> in his study of intergovernmental relations in Los Angeles, suggests that professional organization membership is important for coordinating activities and transmitting information. We asked the sixty-three government officials in Sioux City to list their memberships in any such professional organizations which had members who were employed by any and each of the other Siouland governments. Table 13 lists the Sioux City officials having such contacts. Two-thirds of the Sioux City officials had contacts with officials from other Siouland governments through professional organizations. Woodbury County led the way, but contact was considerable across state lines. This contact was somewhat higher than was anticipated because a number of the professional organizations in which government officials are members are organized on a statewide basis, which would be expected to mean less interstate contacts.

Because membership in professional organizations may be of a formal nature only, or else involve very little participation, it was necessary to determine how often Sioux City officials actually came into contact with colleagues in other Siouland governments. Table 14 presents the frequency of these contacts.

Of those indicating communication with members of each other Siouland government, only five fall into the category of "less frequently than once a year." It is apparent that these memberships were not "paper." The Sioux City officials not only have many professional memberships in common with other Siouland officials, but they also frequently interact with them through their professional organizations.

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15. Winston Crouch, Intergovernmental Relations, Vol. XV, Metropolitan Los Angeles Study (Los Angeles: The Haynes Foundation, 1954), p. 107.

Table 13

THE SIOUX CITY OFFICIALS WHO BELONG TO PROFESSIONAL ORGANIZATIONS IN WHICH GOVERNMENT OFFICIALS FROM ANY AND EACH OTHER SIOUXLAND GOVERNMENT ARE MEMBERS

	Per Cent
<u>Any This Way</u>	66.7
South Sioux City	23.8
North Sioux City	14.3
Sergeant Bluff	9.5
Woodbury County	39.7
Plymouth County	19.0
Dakota County	28.6
Union County	9.5

n=63

Table 14

THE FREQUENCY WITH WHICH SIOUX CITY OFFICIALS WHO BELONG TO PROFESSIONAL ORGANIZATIONS WITH OFFICIALS OF OTHER SIOUXLAND GOVERNMENTS MEET WITH SUCH OFFICIALS

	Per Cent
1. Once a week, or more	1.0
2. Less than once a week, but at least once a month, on the average	16.5
3. Less than once a month, but at least quarterly	47.3
4. Less than quarterly, but at least once a year	29.7
5. Less frequent than once a year	5.5

n=91

## Social Organizations

Social organizations may also provide mechanisms for information exchange, and the settings which allow problems to be solved. When queried about membership in social organizations to which officials from other Siouland governments also were involved, Sioux City officials reported the contacts indicated in Table 15. With less than a quarter of the Sioux City officials reporting any such contact, it is clear that there is a good deal less of this type of social interaction than was found with respect to professional activities. With Woodbury County, and to a lesser extent South Sioux City, a sizeable number of Sioux City officials interact in this manner. Relatively little such contact is reported with officials in other Siouland jurisdictions.

## Personal Friendships

Another potential source of communications and coordination would be personal friendship among officials in the different jurisdictions. Asking about this proved rather difficult, for no matter how the question was worded, some respondents considered business associates as "personal friends," whereas others did not. Either way, however, seems important. Business contacts which have developed into personal friendships, in the eyes of our respondents, almost certainly facilitate communication and coordination, as do personal friendships resulting from reasons extraneous to the job ("buddies since high school," "I used to work for him when he was in business for himself," etc.).

The responses to this question are found in Table 16. A large number of Sioux City officials are friends of Woodbury County officials. A smaller number are friends of South Sioux City officials. Plymouth County officials also have some personal friends in the Sioux City government. Otherwise, personal friendships are few, although never entirely absent.

Communications and coordination as latent functions of professional organizations, social organizations, and personal friendships play an important role in the Siouland. The communications between Sioux City and Woodbury County officials, and to a lesser extent South Sioux City officials, tend to predominate, but there are some of such communications with all of these jurisdictions. When these are added to the communications which occur in the course of work, they present a picture of frequent and regular communication, taking place through overlaying networks, among the political jurisdictions in the Siouland.

Table 15

THE SIOUX CITY OFFICIALS WHO BELONG TO SOCIAL ORGANIZATIONS  
IN WHICH GOVERNMENT OFFICIALS FROM ANY AND EACH OTHER  
SIOUXLAND GOVERNMENT ARE MEMBERS

	Per Cent
Any social organization contacts with employees of other governments	23.8
South Sioux City	11.1
North Sioux City	1.6
Sergeant Bluff	1.6
Woodbury County	19.0
Plymouth County	4.8
Dakota County	1.6
Union County	1.6

n=63

Table 16

THE SIOUX CITY OFFICIALS WHO CLAIM PERSONAL AND  
SOCIAL FRIENDS WITH GOVERNMENT OFFICIALS IN  
EACH OTHER SIOUXLAND GOVERNMENT

	Per Cent
South Sioux City	20.6
North Sioux City	4.8
Sergeant Bluff	6.3
Woodbury County	36.5
Plymouth County	12.7
Dakota County	4.8
Union County	4.8

n=63

## Chapter IV

### SUFFICIENCY OF COMMUNICATIONS

#### Interpretation of Officials

The fact of frequent regular communication does not automatically mean that the communication is sufficient to meet the needs of these officials. Therefore, the officials were asked whether they thought it important for Sioux City to have regular communications with each other Siouxland government, whether they thought it important for their own department to have such communications, and to rate as "satisfactory" or "unsatisfactory" the present communications with each other Siouxland government. Table 17 presents the responses of Sioux City officials to the question whether it was important for the Sioux City government to have regular communications with each other Siouxland government.

Woodbury County leads the way, with South Sioux City not far behind. But, even with Union County, for which the fewest number of Sioux City officials indicated communications were important, there was 63.5 per cent agreement that regular communications were important. These figures probably would have been even higher for each jurisdiction but for the fact, noted by all four interviewers, that some Sioux City officials found it impossible to differentiate between their own departments and the city government in general. This meant that some more officials, had they been able to make the distinction, would certainly have indicated that communications were important.

Table 18 presents the Sioux City officials' opinions whether or not it was important for their own departments to have regular communications with each other Siouxland government.

Many Sioux City officials indicate that it was important for their own department to have regular communication with each of these other Siouxland governments.

Table 19 presents the number and per cent of Sioux City officials who thought that present communications between the Sioux City government and each other Siouxland government were unsatisfactory. A low number of dissatisfied responses were found, and some of those were of a general, non-specific nature ("we should always strive to make this better with all our neighbors").

The great majority of Sioux City officials, though they definitely thought it important for their government to be in contact with neighboring jurisdictions, believed this was adequately handled by present means of communication. Thirty-eight of the thirty-nine officials interviewed from other Siouxland governments also expressed satisfaction with their present communications with Sioux City.

Table 17

THE SIOUX CITY OFFICIALS' ASSESSMENT OF WHETHER IT IS  
 IMPORTANT FOR THE SIOUX CITY GOVERNMENT  
 TO HAVE REGULAR COMMUNICATIONS WITH  
 EACH OTHER SIOUXLAND GOVERNMENT

	Per Cent Yes
South Sioux City	92.1
North Sioux City	77.8
Sergeant Bluff	82.5
Woodbury County	98.4
Plymouth County	71.1
Dakota County	65.1
Union County	63.5
	n=63

Table 18

THE SIOUX CITY OFFICIALS' ASSESSMENT OF WHETHER IT IS  
 IMPORTANT FOR THEIR OWN DEPARTMENTS  
 TO BE IN REGULAR COMMUNICATIONS WITH  
 EACH OTHER SIOUXLAND GOVERNMENT

	Per Cent Yes
South Sioux City	69.8
North Sioux City	55.6
Sergeant Bluff	54.0
Woodbury County	76.2
Plymouth County	46.0
Dakota County	44.4
Union County	42.9
	n=63

Table 19

THE SIOUX CITY OFFICIALS' ESTIMATES OF WHETHER PRESENT COMMUNICATIONS BETWEEN THE SIOUX CITY GOVERNMENT AND EACH OTHER SIOUXLAND GOVERNMENT ARE SATISFACTORY OR UNSATISFACTORY-- PER CENT UNSATISFACTORY

	Per Cent Unsatisfactory
South Sioux City	14.3
North Sioux City	12.7
Sergeant Bluff	15.9
Woodbury County	13.9
Plymouth County	12.7
Dakota County	11.1
Union County	9.5

n=63

Resolution of Issues

This general satisfaction with present communications indicates a great deal about cooperation among these jurisdictions, but it does not tell us enough. A tally of all issues which have arisen among the jurisdictions, which have achieved the status of being noted in the Sioux City Journal, indicates a surprising ability of the jurisdictions to solve mutual problems, undertake joint projects, and negotiate differences. When contrasted with the general belief that all local governments in metropolitan areas go their own way, the facts are astounding. Of the issues arising during this period, which included a new city-county health pact, the sewage treatment hookup of South Sioux with Sioux City, Woodbury County's purchase of voting machines for the use of Sioux City, a diphtheria outbreak, an annexation dispute with Sergeant Bluff, and many lesser items (see Appendix C for list), only one--the proposed second bridge over the Missouri--remains unresolved at this writing. Even here, Siouxland officials probably think they have more difficulty with the respective state highway departments than with any local governments.

## Chapter V

### COORDINATION AND CONTROL

What explains the surprising ability of Siouxland governments to solve their joint problems? How are these activities coordinated and controlled?

#### Political Parties

Does any political party possess the power to pull the strings and bring these governments into line? Martin and his associates<sup>16</sup> found that the Republican party in Syracuse, New York, could mediate between the city and the county. Banfield<sup>17</sup> found a similar situation with respect to the Democratic party in the Chicago area. That clearly is not the case in the Sioux City area. Sioux City municipal politics are nonpartisan, de facto as well as de jure. Moreover, the political party organizations are built upon a state basis, and seem to have little ability to control events outside their own bailiwick.

#### Influential People

Are there influential key people, or a "power elite" or "power structure," that can either impose their will on these governments or by negotiating among themselves set the "line," which government officials then follow?

This is an extremely difficult measurement to take. Methodological difficulties seem apparent with all approaches to the subject. The conspiracy theory of local government is widely held; yet it is extremely difficult either to prove or disprove.

For this study we were interested in assessing whether there were key persons who could influence Sioux City and also the other Siouxland governments. We were not interested in determining the Sioux City power structure, if indeed it has one. The interest was in whether influential people in Sioux City were also influential in other Siouxland jurisdictions. The five men whom we considered to be influential in Sioux City affairs were positionally chosen, and attributed to be influential by informants. In Floyd Hunter's terminology<sup>18</sup> some of these men would be top leaders and others

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16. op. cit.

17. Political Influence, op. cit.

18. Floyd Hunter, Community Power Structure: A Study of Decision-Makers (Chapel Hill: University of North Carolina Press, 1953).

understructure professionals. Four were connected with business groups and one with labor. One of the five, connected with a business group, was far less influential by this measure, than the other four. We asked all respondents a series of five questions about these men. First, could they identify these men? Second, had they ever discussed governmental affairs with them? Third, did they know these men through clubs, social organizations, etc.? Fourth, had they ever called upon any of these five men for information, advice, or assistance with a problem? Fifth, had any of these men ever called upon them for information, advice, or assistance with a problem one of these five men had? Tables 20 through 24 group the responses to these five questions into three: Sioux City, Woodbury County, and all others.

A review of these tables show that at least four of these five Sioux City leaders were indeed influential in Sioux City government. They were widely known throughout the city administration. More than one-third of the Sioux City officials had discussed governmental affairs with four of the five men. Over one-quarter of the Sioux City officials knew these men through clubs, social organizations, etc. A large number of officials reported having called upon these men for information, advice, or assistance. An even larger percentage recalled being called upon by these men for information, advice, or assistance with a problem one of these influentials had.

The responses of Woodbury County department heads reveal much the same pattern. The five men are even more widely known. Many of the Woodbury County officials have discussed governmental affairs with these people. They know these men less through clubs and social organizations. They have called upon these five men and been called upon by them for information, advice, or assistance.

The pattern for all other governments presents a sharp contrast. In no case are a majority of the respondents able to identify these men. Very little discussion of governmental affairs is reported, and little social or club contacts. With one small exception, none of these men is reported to have called upon any of these governments, or been called upon by our respondents for information, advice, or assistance.

Though these five men were influential with Sioux City officials and Woodbury County officials, they had no such influence in the other Siouxland jurisdictions.

This influence structure would seem to allow these men to mediate disputes and help coordinate, where necessary, activities between Sioux City and Woodbury County. It would explain the ability of one of these men, for instance, to negotiate with the county to purchase voting machines which could be used by Sioux City. On the other hand, it would explain, in part, the inability of the economic interests in Sioux City to reach a satisfactory agreement with South Sioux City concerning a second bridge over the Missouri.

With political parties unavailable as mediators, and the role of influentials restricted to Sioux City and Woodbury County, what accounts for the satisfaction with present relations and the solution of problems? Though some unobserved factors may play a part, it seems clear that the breadth and frequency of communications themselves are significant.

Table 20

THE ABILITY OF GOVERNMENT OFFICIALS FROM SIOUX CITY, WOODBURY  
COUNTY, AND ALL OTHER SIOUXLAND GOVERNMENTS  
TO IDENTIFY FIVE INFLUENTIAL MEN

		Sioux City		Woodbury County		All Others	
		No.	Per Cent	No.	Per Cent	No.	Per Cent
A. 19	1. Yes	47	74.6	7	77.8	3	10.0
	2. No	16		2		27	
B.	1. Yes	53	84.1	9	100.0	13	43.1
	2. No	10		0		17	
C.	1. Yes	55	87.3	9	100.0	13	43.1
	2. No	8		0		17	
D.	1. Yes	52	82.5	9	100.0	7	23.3
	2. No	11		0		23	
E.	1. Yes	24	38.1	3	33.3	1	3.3
	2. No	39		6		29	

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19. In social research it is a standard practice to use pseudonyms instead of real names of people who are discussed in case reports. This report will follow the practice. This practice is, in some ways, unfortunate, for it suggests that there may be something clandestine and illicit in the behavior of these men. That is surely not so in this case. These five men clearly are not only "influential," but also play an important role in promoting a wide variety of civic causes.

Table 21

THE GOVERNMENT OFFICIALS FROM SIOUX CITY, WOODBURY  
COUNTY, AND ALL OTHER SIOUXLAND GOVERNMENTS  
WHO RECALL HAVING DISCUSSED GOVERNMENTAL  
AFFAIRS WITH FIVE INFLUENTIAL MEN

		Sioux City		Woodbury County		All Others	
		No.	Per Cent	No.	Per Cent	No.	Per Cent
A.	1. Yes	28	44.4	5	55.6	1	3.3
	2. No	35		4		29	
B.	1. Yes	19	30.2	3	33.3	3	10.0
	2. No	44		6		27	
C.	1. Yes	23	36.5	2	22.2	1	3.3
	2. No	40		7		29	
D.	1. Yes	29	46.0	2	22.2	2	8.7
	2. No	34		7		28	
E.	1. Yes	9	14.3	2	22.2	0	0
	2. No	54		7		30	

Table 22

THE GOVERNMENT OFFICIALS FROM SIOUX CITY, WOODBURY  
COUNTY, AND ALL OTHER SIOUXLAND GOVERNMENTS  
WHO KNOW FIVE INFLUENTIAL MEN THROUGH  
CLUBS, SOCIAL ORGANIZATIONS, ETC.

		Sioux City		Woodbury County		All Others	
		No.	Per Cent	No.	Per Cent	No.	Per Cent
A.	1. Yes	17	27.0	1	11.1	1	3.3
	2. No	46		3		29	
B.	1. Yes	15	23.6	1	11.1	2	6.7
	2. No	48		8		28	
C.	1. Yes	17	27.0	2	22.2	2	6.7
	2. No	46		7		28	
D.	1. Yes	18	28.6	2	22.2	2	6.7
	2. No	45		7		28	
E.	1. Yes	5	8.0	0	0	0	0
	2. No	58		9		30	

Table 23

THE GOVERNMENT OFFICIALS FROM SIOUX CITY, WOODBURY COUNTY, AND ALL OTHER SIOUXLAND GOVERNMENTS WHO RECALL HAVING CALLED UPON FIVE INFLUENTIAL MEN FOR INFORMATION, ADVICE, OR ASSISTANCE.

		Sioux City		Woodbury County		All Others	
		No.	Per Cent	No.	Per Cent	No.	Per Cent
A.	1. Yes	16	25.4	2	22.2	0	0
	2. No	47		7		30	
B.	1. Yes	11	17.5	1	11.1	0	0
	2. No	52		8		30	
C.	1. Yes	16	25.4	2	22.2	0	0
	2. No	47		7		30	
D.	1. Yes	19	30.2	1	11.1	0	0
	2. No	44		8		30	
E.	1. Yes	5	8.0	1	11.1	0	0
	2. No	58		8		30	

Table 24

THE GOVERNMENT OFFICIALS FROM SIOUX CITY, WOODBURY COUNTY, AND ALL OTHER SIOUXLAND GOVERNMENTS WHO RECALL HAVING BEEN CALLED UPON BY FIVE INFLUENTIAL MEN FOR INFORMATION, ADVICE, OR ASSISTANCE

		Sioux City		Woodbury County		All Others	
		No.	Per Cent	No.	Per Cent	No.	Per Cent
A.	1. Yes	25	39.7	5	55.6	0	0
	2. No	38		4		30	
B.	1. Yes	16	25.4	3	33.3	2	6.7
	2. No	47		6		28	
C.	1. Yes	20	31.7	1	11.1	0	0
	2. No	43		8		30	
D.	1. Yes	30	47.6	1	11.1	0	0
	2. No	33		8		30	
E.	1. Yes	3	5.0	1	11.1	0	0
	2. No	60		8		30	

## Communications

Some students of urban areas equate communication and cohesion.<sup>20</sup> And it seems clear enough that people in regular communication tend to coalesce in their views. If governmental officials participate regularly in communications with other governments, and also with officials in these governments through professional organizations, they develop shared outlooks. They may begin to view their professional colleagues as their reference group, and come to share values and standards. Friendships are bred by communications; and these friendships themselves create conditions for further communications, through a type of feedback loop.<sup>21</sup>

In Sioux City and the Siouxland, it would seem that these communications which have been reported do themselves create the conditions for satisfactory solution of most problems and issues. Perhaps at some breaking point these communications are ineffective. Any time a communications system is not adequate for resolving a problem, there is, in fact, a "communications overload." Where there is a communications overload of the normal networks in the Siouxland, a more overt type of coordination and control is probably needed. In Sioux City and the Siouxland it appears that influentials could then mediate between Sioux City and Woodbury County, but not between Sioux City and the other Siouxland jurisdictions. Perhaps in certain of these rare instances of communications overload, an alternative source of coordination and control of activities may be the state government or governments. Perhaps, for instance, the Iowa courts can be viewed as intervening, or being brought in, to resolve an annexation issue between Sioux City and Sergeant Bluff. With the courts to absorb this overload, the normal channels were able to adjust this dispute without permanent disruption of normal communications and coordination between the jurisdictions.

But this device is not always available, particularly across state lines. The normal communications channels, along with the backlog of good will and tolerance created, must handle the problems that arise. It would appear that in almost all instances they are able to do so. But here is the place where the possibility of communications breakdown would seem most likely to arise. There do not appear to be secondary structures which could coordinate

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20. Richard L. Meier writes, "The more rapidly messages are exchanged the stronger the bond between two individuals or groups becomes. The more internal communication there is in a city, the more coherent it must be." A Communications Theory of Urban Growth (Cambridge: The M. I. T. Press, 1962), p. 26. Also see Karl W. Deutsch, "On Social Communication and the Metropolis," Daedalus (Winter, 1961), pp. 99-110.

21. Upon this general subject, see James G. March and Herbert A. Simon, "Communication," Organizations (New York: John Wiley and Sons, Inc., 1959), pp. 161-169.

and control activities should the regular interlocal communications structure prove ineffectual. In only a single instance has this type of a situation arisen in the last year and a half. The overlaying networks of communications seem to be adequate for most of the tasks of coordination and control of activities in the Sioux City area.

## Chapter VI

### THE SIOUXLAND AND OTHER URBAN AREAS

The patterns developed in this report seem at variance with all of the points along the continuum of interpretations of local intergovernmental relations in metropolitan areas, presented at the beginning of this paper. The communications are frequent and regular. Coordination of activities is found to a notable degree. But no power behind the throne, pulling strings, has been found. In most instances, the communications channels themselves set the conditions for the relatively easy coordination and control of activities affecting more than one jurisdiction. This informal structure is markedly different from what organization charts would indicate. These findings illustrate anew, and in a different context, the remarkable, often unnoticed ability of persons and institutions to make satisfactory informal adjustments of their organizations to solve new problems and react to changing conditions without altering the outward form of the organization.

Why do our findings in Sioux City differ so from most of the case study analyses? It is possible, of course, that Sioux City is "different." But it would appear that if it was to be different, it should have been so in the opposite way. The three state boundaries, and the relatively less urbanized character of the Siouxland, when compared with the areas studied by others, should indicate that both the need and the ease of communication should be less than in these larger areas. Need would be less because of the smaller scale of operations, fewer suburbs, etc. Ease of communications would be unlikely because of the state boundaries. The Siouxland is really the hard case in which one would expect less communications and coordination than in larger metropolitan areas where state lines are not barriers.

It is possible that both ideological and methodological approaches affect the scholarly interpretations and that Sioux City is not atypical at all. Ideological interference might arise because the "good government" movement and its spokesman in the universities, advocating such reforms as initiative and referendum, civil service, nonpartisan local elections, the city-manager plan, and other programs, have also strongly supported metropolitan government and efforts to rationalize the provision of services in urban areas. This commitment to reform could well blind its adherents to successful efforts of the existing government structures to cooperate and coordinate activities informally.

Methodological problems might interfere for entirely different reasons. The methodology used by most students of these matters has been that of case studies. Case studies present difficulties of analysis for this type of question. Case studies are of unique, discrete events, pictures of a short period of time. This intensive look at a short span of time mitigates against

finding those underlying strands of communication built up over the years, which in Sioux City constitute such a high level of activity. Case studies also depend upon conflict situations in order to bring the influences and actions of participants into bold relief. If most problems between local governments are solved without resort to major battle, those events which do find their way into case study collections are likely to be atypical, and give an entirely wrong indication about communications and coordination of activity in metropolitan areas.

For these reasons, it may well be that the Siouxland picture is similar to other metropolitan areas. In any event, it seems apparent that the present system of communications in the Siouxland has provided avenues which, in almost all instances, have proved adequate to the job of coordinating activities and solving problems.

APPENDIX A

Interview Schedule

Background

Name \_\_\_\_\_ Title \_\_\_\_\_ Dept. \_\_\_\_\_

Number of years in present position: \_\_\_\_\_

Other governmental positions held:

Position	Government	Years
_____	_____	_____
_____	_____	_____
_____	_____	_____

Number of years resident in jurisdiction: \_\_\_\_\_

Education: 8th grade or less \_\_\_\_\_; attended high school \_\_\_\_\_; high school graduate \_\_\_\_\_; some past high school \_\_\_\_\_; college graduate \_\_\_\_\_; post graduate work \_\_\_\_\_.

1. When you think of the "Siouxland Area," or the "Sioux City Area," which of these governments would you usually consider to be a part of that area?  
(interviewer: card #1)

- |                                   |           |          |
|-----------------------------------|-----------|----------|
| A. South Sioux City, Nebraska     | Yes _____ | No _____ |
| B. North Sioux City, South Dakota | Yes _____ | No _____ |
| C. Sergeant Bluff, Iowa           | Yes _____ | No _____ |
| D. Woodbury County, Iowa          | Yes _____ | No _____ |
| E. Plymouth County, Iowa          | Yes _____ | No _____ |
| F. Dakota County, Nebraska        | Yes _____ | No _____ |
| G. Union County, South Dakota     | Yes _____ | No _____ |

2. Have you yourself, in your work, ever had any meetings with people working for any of these governments, to the best of your recollection?  
(interviewer: card #1)

3. Have you yourself, in your work, ever had any phone calls with people working for any of these governments, to the best of your recollection?  
(interviewer: card #1)

4. Have you yourself, in your work, ever had any mail from, or sent mail to people working for any of these governments, to the best of your recollection?

	1	2	3
A. South Sioux City, Nebraska			
B. North Sioux City, South Dakota			
C. Sergeant Bluff, Iowa			
D. Woodbury County, Iowa			
E. Plymouth County, Iowa			
F. Dakota County, Nebraska			
G. Union County, South Dakota			

(interviewer: record "yes" answers to questions 1-3 in this box)

(interviewer: start with first government with which there has been communication)

5. Now, let's see, you indicated that you have had (meetings, phone calls, mail) with officials from South Sioux City. How often would you say that items have come up, about which you have had communications in the last year?  
(interviewer: card #2)

A. South Sioux City

1                      2                      3                      4                      5

B. With North Sioux City how often have items come up about which you have had communications?

North Sioux City

1                      2                      3                      4                      5

C. With Sergeant Bluff how often have items come up about which you have had communications?

Sergeant Bluff

1                      2                      3                      4                      5

(interviewer: carry this format through until you have covered all governments respondent indicated communications with in questions 1-3)

D. Woodbury County                      1                      2                      3                      4                      5

E. Plymouth County                      1                      2                      3                      4                      5

F. Dakota County                      1                      2                      3                      4                      5

G. Union County                      1                      2                      3                      4                      5

6. Now, going through the list of governments which you have been in contact with in the last year, would you tell me, as best you can remember, the topics of your communications with each of these governments? (interviewer: probe for subject) (interviewer: again, only the governments indicated by respondent in 1-3)

A. South Sioux City \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

B. North Sioux City \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

C. Sergeant Bluff \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

D. Woodbury County \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

E. Plymouth County \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

F. Dakota County \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

G. Union County \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7. Now, would you tell me who it is, if you can remember, whom you've dealt with in these governments? (interviewer: name, dept., position)

	Name	Department	Position
A. South Sioux City	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
B. North Sioux City	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
C. Sergeant Bluff	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
D. Woodbury County	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
E. Plymouth County	_____	_____	_____
	_____	_____	_____
	_____	_____	_____
	_____	_____	_____

F. Dakota County

\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_

G. Union County

\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_
\_\_\_\_\_

8. One more question about communications with these other local governments. I'm interested now in the different purposes which the communications with these governments has been for. Here is another card. Going through the \_\_\_\_\_ governments you've indicated, would you tell me which, and how many, of these fit? (interviewer: card #3)

Table with 7 rows (A-G) and 5 columns (1-5) for rating fit.

9. To your knowledge, does your office or department handle any communications or dealings with any of these governments, or people in them, on a regular and routinized basis, upon which you yourself never become involved? (for example, that the secretarial staff handles on its own) (interviewer: card #1) If yes, please describe.(interviewer: probe for subject)

A. South Sioux City \_\_\_\_\_ Subject \_\_\_\_\_
B. North Sioux City \_\_\_\_\_ Subject \_\_\_\_\_
C. Sergeant Bluff \_\_\_\_\_ Subject \_\_\_\_\_
D. Woodbury County \_\_\_\_\_ Subject \_\_\_\_\_
E. Plymouth County \_\_\_\_\_ Subject \_\_\_\_\_

F. Dakota County \_\_\_\_\_ Subject \_\_\_\_\_

G. Union County \_\_\_\_\_ Subject \_\_\_\_\_

IOWA ONLY

10. Do you send any regular reports to any state agencies, to the best of your recollection? (interviewer: if yes, probe for state agency, subject of reports, frequency of reports) No

agency \_\_\_\_\_ subject \_\_\_\_\_ frequency \_\_\_\_\_

11. Do you receive any regular reports from any state agencies, to the best of your knowledge? (interviewer: if yes, probe for state agency, subject of reports, frequency of reports) No

agency \_\_\_\_\_ subject \_\_\_\_\_ frequency \_\_\_\_\_

12. Besides reports, have you yourself, in your work, ever had any meetings with people working for the state government, to the best of your recollection? Yes No

If yes, what departments or agencies? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

13. Have you yourself, in your work, ever had any phone calls with people working for the state government, to the best of your recollection?

Yes No

If yes, what departments or agencies? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_



17. As best you can remember, would you tell me whom it is in these state agencies that you have been in communication with? (interviewer: name and position)

	Name	Position
agency _____	_____	_____
	_____	_____
	_____	_____
agency _____	_____	_____
	_____	_____
	_____	_____
agency _____	_____	_____
	_____	_____
	_____	_____
agency _____	_____	_____
	_____	_____
	_____	_____

18. Now, would you tell me which and how many of these purposes describe your communications with these state agencies and officials? (interviewer: card #3)

agency _____	1	2	3	4	5
agency _____	1	2	3	4	5
agency _____	1	2	3	4	5
agency _____	1	2	3	4	5
agency _____	1	2	3	4	5
agency _____	1	2	3	4	5



24. Besides reports, have you yourself, in your work, ever had any mail from, or sent mail to people working for the federal government, to the best of your recollection?

Yes

No

If yes, what departments or agencies? \_\_\_\_\_

25. Now, besides reports you have indicated you have had some communications with \_\_\_\_\_ (interviewer count) federal agencies or departments. Going through them, how often would you say items have come up about which you have had communication with each of these? (interviewer: start with first agency indicated by respondent. Hand respondent card #2)

agency _____	1	2	3	4	5
agency _____	1	2	3	4	5
agency _____	1	2	3	4	5
agency _____	1	2	3	4	5
agency _____	1	2	3	4	5

26. Now, going through these agencies again, for each of these you have listed, would you tell me, as best you can remember, the topics of your communications in the last year?(interviewer: probe for subject)

agency \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

agency \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

agency \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

agency \_\_\_\_\_  
\_\_\_\_\_

agency \_\_\_\_\_  
\_\_\_\_\_

27. As best you can remember, would you tell me who it is in these federal agencies that you have been in communications with? (interviewer: name and position)

	Name	Position
agency _____	_____	_____
	_____	_____
agency _____	_____	_____
	_____	_____
agency _____	_____	_____
	_____	_____
agency _____	_____	_____
	_____	_____
agency _____	_____	_____
	_____	_____

28. Now, would you tell me which and how many of these purposes describe your communications with these federal agencies and officials? (interviewer: card #3)

agency _____	1	2	3	4	5
agency _____	1	2	3	4	5
agency _____	1	2	3	4	5

agency \_\_\_\_\_ 1 2 3 4 5  
 agency \_\_\_\_\_ 1 2 3 4 5

29. Besides reports, to your knowledge does your office or department handle any communications or dealings with any federal agencies, or people in them, on a regular and routinized basis, upon which you yourself never become involved? (for instance, that the secretarial staff handles on its own) If yes, please describe. (interviewer: probe for subject)

agency \_\_\_\_\_ subject \_\_\_\_\_  
 agency \_\_\_\_\_ subject \_\_\_\_\_  
 agency \_\_\_\_\_ subject \_\_\_\_\_

30. In your job, have you yourself had any of the following kinds of communications with state government officials or employees who work for either the state of Nebraska or South Dakota in the last year?

Nebraska

Meetings	Yes	No
Phone Calls	Yes	No
Letters	Yes	No

South Dakota

Meetings	Yes	No
Phone Calls	Yes	No
Letters	Yes	No

(If yes to any) Who were the contacts with, and what was the subject of the contact? (open-ended: interviewer probe) \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

31. Are you a member of any professional organization in which you meet and have contact with people working for any of these governments (card #4)? (interviewer: professional organization, person's name, government, position)

Organization	Name	Government	Position
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

Organization	Name	Government	Position
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

32. How often would you say you meet each of these people in this way?  
(card #2)

name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5

33. Are you active in any clubs or other social organizations in which people from any of these governments are also involved? (card #4) (interviewer: organization, person's name, government, position)

Organization	Name	Government	Position
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

34. How often would you say you meet each of these people in this way?  
(card #2)

name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5
name _____	1	2	3	4	5

35. Are you personal and social friends with any people working for any of these governments, on some other basis than in connection with your work? (interviewer: person's name, government, position)

Name	Government	Position
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

36. Which, if any, of these governments do you feel it is important for the government of \_\_\_\_\_ to be in regular communications with? (card #4)

- |                                      |           |          |
|--------------------------------------|-----------|----------|
| 1. Sioux City                        | Yes _____ | No _____ |
| 2. South Sioux City                  | Yes _____ | No _____ |
| 3. North Sioux City                  | Yes _____ | No _____ |
| 4. Sergeant Bluff                    | Yes _____ | No _____ |
| 5. Woodbury County                   | Yes _____ | No _____ |
| 6. Plymouth County                   | Yes _____ | No _____ |
| 7. Dakota County                     | Yes _____ | No _____ |
| 8. Union County                      | Yes _____ | No _____ |
| 9. State of Iowa                     | Yes _____ | No _____ |
| 10. State of Nebraska                | Yes _____ | No _____ |
| 11. State of South Dakota            | Yes _____ | No _____ |
| 12. United States Federal Government | Yes _____ | No _____ |

37. Which, if any, of these governments do you feel it is important for your own department to be in regular communications with?

- |                                      |           |          |
|--------------------------------------|-----------|----------|
| 1. Sioux City                        | Yes _____ | No _____ |
| 2. South Sioux City                  | Yes _____ | No _____ |
| 3. North Sioux City                  | Yes _____ | No _____ |
| 4. Sergeant Bluff                    | Yes _____ | No _____ |
| 5. Woodbury County                   | Yes _____ | No _____ |
| 6. Plymouth County                   | Yes _____ | No _____ |
| 7. Dakota County                     | Yes _____ | No _____ |
| 8. Union County                      | Yes _____ | No _____ |
| 9. State of Iowa                     | Yes _____ | No _____ |
| 10. State of Nebraska                | Yes _____ | No _____ |
| 11. State of South Dakota            | Yes _____ | No _____ |
| 12. United States Federal Government | Yes _____ | No _____ |

38. I wonder if you feel the communication between your government and any of these others is presently inadequate or unsatisfactory? (interviewer: code yes to "inadequate or unsatisfactory")

- |                                      |           |          |
|--------------------------------------|-----------|----------|
| 1. Sioux City                        | Yes _____ | No _____ |
| 2. South Sioux City                  | Yes _____ | No _____ |
| 3. North Sioux City                  | Yes _____ | No _____ |
| 4. Sergeant Bluff                    | Yes _____ | No _____ |
| 5. Woodbury County                   | Yes _____ | No _____ |
| 6. Plymouth County                   | Yes _____ | No _____ |
| 7. Dakota County                     | Yes _____ | No _____ |
| 8. Union County                      | Yes _____ | No _____ |
| 9. State of Iowa                     | Yes _____ | No _____ |
| 10. State of Nebraska                | Yes _____ | No _____ |
| 11. State of South Dakota            | Yes _____ | No _____ |
| 12. United States Federal Government | Yes _____ | No _____ |

39. You've indicated that the relation between your government and \_\_\_\_\_ (interviewer: those in question 37 respondent answered "inadequate or unsatisfactory") are presently inadequate or unsatisfactory. What do you think is the cause of this? \_\_\_\_\_

(interviewer: same format for any other governments where respondent indicated inadequate communication)  
government \_\_\_\_\_

government \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

government \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

40. What would you recommend to improve this communication?

government \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

government \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

government \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

government \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

41. Do you know the name of any elected official in these governments? (interviewer: card #1)

- |                     |           |          |
|---------------------|-----------|----------|
| A. Sioux City       | Yes _____ | No _____ |
| B. South Sioux City | Yes _____ | No _____ |
| C. North Sioux City | Yes _____ | No _____ |
| D. Sergeant Bluff   | Yes _____ | No _____ |
| E. Woodbury County  | Yes _____ | No _____ |
| F. Plymouth County  | Yes _____ | No _____ |
| G. Dakota County    | Yes _____ | No _____ |
| H. Union County     | Yes _____ | No _____ |

42. Do you know the name of any appointed officials in these governments? (interviewer: card #1)

- |                     |           |          |
|---------------------|-----------|----------|
| A. Sioux City       | Yes _____ | No _____ |
| B. South Sioux City | Yes _____ | No _____ |
| C. North Sioux City | Yes _____ | No _____ |
| D. Sergeant Bluff   | Yes _____ | No _____ |
| E. Woodbury County  | Yes _____ | No _____ |
| F. Plymouth County  | Yes _____ | No _____ |
| G. Dakota County    | Yes _____ | No _____ |
| H. Union County     | Yes _____ | No _____ |

43. Can you identify any of the following people? (interviewer: card #5)

- |    |           |          |
|----|-----------|----------|
| A. | Yes _____ | No _____ |
| B. | Yes _____ | No _____ |
| C. | Yes _____ | No _____ |
| D. | Yes _____ | No _____ |
| E. | Yes _____ | No _____ |

44. Have you ever discussed governmental affairs with any of these gentlemen?

- |    |           |          |
|----|-----------|----------|
| A. | Yes _____ | No _____ |
| B. | Yes _____ | No _____ |
| C. | Yes _____ | No _____ |
| D. | Yes _____ | No _____ |
| E. | Yes _____ | No _____ |

45. Do you know any of these men through clubs, social organizations, professional organizations, or on any other basis than in connection with your work?

- |    |           |          |
|----|-----------|----------|
| A. | Yes _____ | No _____ |
| B. | Yes _____ | No _____ |

- C. Yes \_\_\_\_\_ No \_\_\_\_\_  
D. Yes \_\_\_\_\_ No \_\_\_\_\_  
E. Yes \_\_\_\_\_ No \_\_\_\_\_

46. Have you ever specifically called upon any of these men for information, advice or assistance with a problem you have had?

- A. Yes \_\_\_\_\_ No \_\_\_\_\_  
B. Yes \_\_\_\_\_ No \_\_\_\_\_  
C. Yes \_\_\_\_\_ No \_\_\_\_\_  
D. Yes \_\_\_\_\_ No \_\_\_\_\_  
E. Yes \_\_\_\_\_ No \_\_\_\_\_

47. Have any of these men ever specifically called upon you for information, advice or assistance with a problem they were concerned about?

- A. Yes \_\_\_\_\_ No \_\_\_\_\_  
B. Yes \_\_\_\_\_ No \_\_\_\_\_  
C. Yes \_\_\_\_\_ No \_\_\_\_\_  
D. Yes \_\_\_\_\_ No \_\_\_\_\_  
E. Yes \_\_\_\_\_ No \_\_\_\_\_

APPENDIX B

Administrative Personnel of Sioux City Municipal Government  
To Fill in Questionnaire on Intergovernmental  
Relations and Communications.

City Manager's Office

City Manager Cornelius Bodine, Jr.  
Administrative Assistant Thomas A. Brant  
Special Administrative Assistant James Burke

City Clerk Earl A. Martin

City Attorney Neil R. McCluhan

Finance Department

Director-Auditor Howard R. Weiner  
Assistant Director John H. Tracy  
City Treasurer Robert B. Wray  
Purchasing Agent James Law  
Data Processing Supervisor Donald Stevenson

Personnel Department

Personnel Director Ivan Bray  
Secretary, Civil Service Commission Donabelle Benson

Planning Department

Planning Director John Curfman  
Planning Technician Arlo Herbold

Building and Development Department

Director of Building and Development Theodore H. Walensky  
Urban Renewal Supervisor Gene Parks  
Senior Building Inspector Mark Rodman

Health Department

Health Officer Dr. Charles Maxwell  
Health Director Thomas E. Corothers  
Housing Officer Mark MacEntaffer  
Director of Nurses Mrs. Helen Momsen  
Bacteriologist Jay Stevenson  
Pound Master Arthur Long  
Chief Sanitarian Frank K. Rice

Water Department

Director William Murphy  
Assistant Director Edward O'Neill

Municipal Airport

Airport Manager Fred Davenport

Department of Public Docks

Executive Assistant R. W. Wigton

Public Service Department

Director Russell S. Soper  
Assistant Director Michael Randolph  
Administrative Assistant Gerry Zeller  
Sewer Superintendent Walter Rasmussen  
Chief Sewage Plant Supervisor Charles Evitts  
Refuse Superintendent Leland Wynn  
Streets Superintendent Jay Elliott  
Garage Foreman Ray Bachman

Engineering Department

City Engineer William W. Amundson  
Assistant City Engineer--Design & Survey Donald Warden  
Assistant City Engineer--Construction Inspection Alfred E. Rasmussen  
General Office--Administrative Assistant James Lyons  
Acting Traffic Engineer Donald Meisner

Police Department

Chief of Police James J. O'Keefe  
Assistant Chief of Police Russell White  
Detective Bureau--Captain Francis O'Keefe  
Identification Bureau--Lieutenant Harold Casey  
Traffic Division--Superintendent Donald Erickson  
Youth Bureau--Captain John A. Rispalje

Uniform Division

Captain Charles Kumzak  
Captain Joseph Davidchick  
Captain Keith Weaver

Fire Department

Fire Chief John Hill  
Assistant Chief Edgar S. Higman  
Assistant Chief Robert T. Miller, Jr.

Art Center Director Evert A. Johnson

Assistant Director Clarence Alling

Civil Defense

Director Tom J. Elliott  
Deputy Director Jack Seabury

Parks and Recreation Department

Director Robert C. Eldredge  
Assistant Director James H. Erwin  
Recreation Program Director Joann Brodie

Director of Libraries Andy Hanson

Public Museum Director Charles R. DeBusk

Auditorium Manager Robert D. Hinchman

## APPENDIX C

### Issues and Events Involving Governmental Activities of More Than One Siouland Government, Reported in Sioux City Journal Between August, 1962 and January, 1964.

1. ASPA Chapter. A Siouland Chapter of the American Society of Public Administration has organized and has held programs.
2. Annexation Issue. An annexation effort by Sioux City encountered opposition of some landowners and Sergeant Bluff.
3. Armour Plant Closing. The announcement that the largest employer in Sioux City was moving out brought much activity by, among others, Sioux City, South Sioux City, and Woodbury County officials.
4. Bacon Creek Soil Conservation Project. This proposal needed the approval of both Sioux City and Woodbury County.
5. Big Sioux River Flood Control Project. This Corp of Engineers' proposal has involved, at times, Sioux City, Woodbury County, Union County, and North Sioux City.
6. Civil Defense Direction. Sioux City and Woodbury County resolved a dispute over who was going to control aspects of civil defense, including the appointment of officers.
7. City-Manager for South Sioux City. Petitions were circulated in South Sioux City for a city-manager system. Sioux City was being used as a model for South Sioux to follow. Concurrently, in Sioux City, petitions were being circulated to revert to a commission plan. When a referendum was called in Sioux City, the South Sioux City effort was temporarily shelved.
8. City-County Assessment Policy and Program. This was agreed upon.
9. Councilman Torgeson's Slot Machine. When pro-manager Councilman Torgeson was charged by an anti-manager plan advocate with having a slot machine in his basement, county officials were brought into the picture by the manager plan opponents, to enforce state laws. A related event involved charges concerning standards at a nursing home in which Councilman Torgeson had some interest.

10. Diphtheria Outbreak. A diphtheria outbreak of potentially serious dimensions was controlled throughout the Siouxland area.
11. Health Department Contract. A new contract was negotiated concerning county payments for city-provided public health nursing service throughout the county.
12. Industrial Development. Some difficulties arose with regard to Sioux City's major industrial development project with Sergeant Bluff. These involved potential sites in the newly annexed area, and at the city airport which is also adjacent to Sergeant Bluff.
13. Joint Homemaking Project. The city health department and the county agreed upon a joint homemaking project throughout the county.
14. Liquor Raids and Enforcement Problems. Both prior to the new liquor by the drink law, and subsequent to it, there were some difficulties, apparently now resolved, over liquor law enforcement. County officers were taking part in raids without informing Sioux City, and the Sioux City Council wasn't revoking licenses of convicted violators apprehended by county raids.
15. Metropolitan Council Established. A metropolitan council comprised of Siouxland municipal officials and Chamber of Commerce people was formed and met.
16. Missouri River Development. South Sioux and Sioux City have both been involved in dock building and other efforts to prepare for a navigable Missouri River up to Sioux City.
17. Recreation Development. Woodbury County and Sioux City have had some joint problems and complementary programs for recreation development.
18. Second Bridge Over Missouri. This long discussed project is still being talked about.
19. Sewage Disposal Contract. After long negotiations, Sioux City and South Sioux have contracted for South Sioux to use the newly constructed Sewage Disposal System in Sioux City. Labor disputes attendant to the construction of the pipeline across the Missouri have also been resolved.
20. South Sioux City Sanitary Land Fill. The South Sioux dump was blowing smoke across the Missouri and into Sioux City through a choice industrial development area. South Sioux is looking for a new site.
21. South Sioux Swimming Director. South Sioux City has hired a Sioux City

Recreation Administrative official to also direct the swimming program in South Sioux.

22. Urban Renewal. Woodbury County officials are serving on advisory boards for the city's urban renewal program.
23. Voting Machines. An initially reluctant Woodbury County board of supervisors has purchased voting machines. This was much desired by Sioux City for use in city elections.

Barcode Inside