

## **Category 1: Governance and Administration**

For purposes of this category, governance is defined as the recognition of the authority that allows an organization or agency to legally form and operate. In fulfilling this responsibility, the legal entity that oversees this formation process reflects the public interest, protects the agency from undesirable external interference, determines basic policies for providing services, and interprets the agency's activities to its constituency. Administration is defined as the activities that carry out the implementation of the policies established by the authority having jurisdiction. In fulfilling this responsibility, the agency or organization carries out the day-to-day operations.

The legal entity and governing authority define the duties and responsibilities of the agency in an official policy statement. An organization's charter or local or state/province general statutes likely contain an agency's official policy statement.

The chief executive or chief fire officer should provide staff leadership in developing policy proposals for the legal civil authority having jurisdiction so those officials can take action to implement public policy based upon knowledgeable input from public safety leadership. Keeping an elected governing board and/or high-ranking individual informed on all matters affecting the agency and delivery of emergency services is the primary responsibility of agency leadership.

It must be recognized that other organizations participate in the governance of the agency, such as the state/provincial and federal governments through legislation, regulations, and funding procedures, and other organizations through associations and bargaining units. The governing board coordinates all these diverse interests to set the direction of the agency.

The agency administration exercises responsibility for the quality of the agency through an organized system of planning, staffing, directing, coordinating, and evaluating. The agency administration is entrusted with the assets and is charged to uphold its mission and

programs, to ensure compliance with laws and regulations, and to provide stability and continuity.

For many volunteer fire service organizations, the governing board is within the municipal or county government and is the executive/legislative body for municipal or county governance, some elected directly by the public, such as special districts. In the absence of a municipally appointed fire chief or chief executive officer, for purposes of accreditation, the duly elected or appointed volunteer fire chief shall be the individual responsible for the criteria and performance indicators.

In many city or county municipal organizations a separation of powers exists that give the governing body legislative responsibility while giving administrative responsibility to a strong mayor or city manager. The chief fire officer/chief executive officer in such organizations generally reports directly to the mayor, manager, or designee. It is vital that the leadership of every agency understand who sets policy for the government structure they are working in and their role in implementing that policy.

**Criterion 1A: Governing Body**

The governing body and/or agency manager is legally established to provide general policies to guide the agency, approved programs and services, and appropriated financial resources.

**Summary:**

The City of Lawrence has all governmental, corporate, and proprietary powers to provide municipal services. The department is legally established and organized within the City's Charter and Ordinances. The department collaborates with the City Manager's Office, the Human Resources Director, City Attorney, and Finance Director to provide guidance concerning federal, state, and local mandates concerning aspects of department operations. The City Manager approves the organization structure of the department which includes five divisions: administration, operations, prevention, EMS, and training. This structure allows the department to carry out its mission.

**Performance Indicators:**

**CC 1A.1 The agency is legally established.**

**Description**

The legal charter from the State of Kansas declares the City of Lawrence as a city of the first class. The City of Lawrence has all governmental, corporate, and proprietary powers to provide municipal services. The department is legally established and organized within the City’s Charter and Ordinances.

On December 16, 1996, the City of Lawrence entered into an inter-local agreement with Douglas County to merge the existing Lawrence Fire Department and Douglas County Ambulance Service into a combined agency as Lawrence-Douglas County Fire Medical Department. Pursuant to this agreement, the City of Lawrence adopted Chapter VIII, Article I, section 8-101 of the municipal code that legally establishes with the City of Lawrence the “Lawrence-Douglas County Fire Medical Department.”

**Appraisal**

The agreement between the City of Lawrence Commission and Douglas County Commission for the service provision has worked well. The agreement was reviewed and updated on June 23<sup>rd</sup>, 2021, by both the City of Lawrence and Douglas County.

**Plan**

The department, in conjunction with the City Attorney’s Office, will continue to monitor state and federal guidelines to ensure compliance to continue its legal establishment.

**References**

[Chapter VIII, Article I of the City Code: Section 8-101](#)

[City Ordinance 6880 – Establishing the Lawrence-Douglas County Fire and Medical Department](#)

Cooperative Agreement Regarding the Provision of Emergency Medical Services in Douglas County 2021

**CC 1A.2 The agency has a methodology in place for recognizing and reacting to changes in legal requirements of local, state/provincial and federal governments (i.e., inspection reports, regulatory references, meeting minutes and legal opinions).**

**Description**

The department collaborates with the City Manager’s Office, the Human Resources Director, City Attorney, and Finance Director to provide guidance concerning federal, state, and local mandates regarding aspects of department operations. The City Employee Handbook remains compliant with federal and state laws that include but are not limited to equal opportunity, Family Medical Leave Act, and Worker’s Compensation.

**Appraisal**

The department has been provided legal guidance relevant to department operations by the City Attorney, Finance Director, and Human Resource Director. The department has demonstrated regulatory compliance through adherence of the City Employee Handbook. These resources have adequately met the departmental needs.

**Plan**

The department will continue to work with the City Manager’s Office, and the associated assets, to comply with all regulatory statutes and laws concerning the operation of the department. The department will amend any policies or procedures that conflict with federal, state, or local laws.

**References**

[Legislation information from the City Attorney's Office](#)  
[City of Lawrence Employee Handbook](#) (available on-site)

1A.3 The governing body of the agency periodically reviews and approves services and programs.

**Description**

The City Commission is the governing body for the City of Lawrence. It appoints a City Manager as the chief executive officer of the organization. The City Manager is responsible for the management of city personnel, as well as the administration of city business, including the review and approval of the programs and policies of all city departments on an on-going basis. The fire chief is directly responsible to an Assistant City Manager for the performance of the department and receives a formal performance review on at least an annual basis. The fire chief participates as a member of the Executive Team and meets four times a month to discuss any current projects, programs, or policies for review or implementation.

The city manager, with staff assistance, ensures adherence to all City policies. Furthermore, the fire chief must annually submit a formal operating budget and capital improvement request for review by the city manager and once adopted by the City Commission, it becomes the blueprint for any changes in department programs during the subsequent fiscal year. The fire chief, with the approval of the city manager, may address the City Commission directly on department or community issues of special interest or importance to the Commission.

The department, through the City of Lawrence, uses a program prioritization process called Priority-Based Budgeting (PBB). This system assigns a program score of alignment with the City of Lawrence’s Strategic Plan. These programs scores are evaluated against other city programs to determine priorities for funding and adaptation. The three department programs in PBB are operations, support services, and community risk reduction.

**Appraisal**

The City Commission has exercised appropriate oversight of the programs and policies of the department through the city manager system of government. This system has relied largely on the role of the City Manager to act as the chief executive by the direction of City

Commission policy decisions. The City Commission/City Manager model of governance has worked well in providing the necessary administrative oversight of the department.

The PBB system has worked adequately to identify program priority of fire medical programs comparatively to other City programs. Community Risk Reduction and Operations programs scored in the first quartile. However, the department has not had success with funding support relative to program scores (station expansions).

### **Plan**

The fire chief will continue to work closely with the city manager, as well as the City Commission, as needed, to ensure the proper and effective implementation of all applicable city policies.

The department will continue to follow the City's direction for cost allocation and program scoring for strategic planning alignment annually.

### **References**

[City Commission Agenda Item Report May 17, 2022: 2023 PBB Program Scores](#) (page 34)

City of Lawrence Organization Chart

[2023 City of Lawrence Budget](#)

2022-2026 Adopted Capital Improvement Plan (page 1)

LDCFM City Commission Annual Presentation 2022

1A.4 The role and composition of various policymaking, planning and special purpose bodies are defined by the governing body in an organizational chart.

### **Description**

The City of Lawrence utilizes an extensive system of policy-making, planning and special purpose bodies. Examples of special purpose bodies include:

- Aviation Advisory Board
- Multi-modal Transportation Commission
- Sister Cities Advisory Board

The City of Lawrence organizational chart delineates that all boards and commissions report directly to the City Commission rather than through the City Manager's Office. Articles 10 through 25 of the City Code specify the role and composition of these boards.

### **Appraisal**

The current organizational chart for the City of Lawrence has provided a clear illustration of the lines of authority and responsibility within the City government while showing how the departments and committees can work together to provide the best possible services. Properly placed systems ensure proper approval and execution of policies. All policymaking, planning, and special purpose bodies have reported directly to the City Commission to provide recommendations and input for many of the decisions and/or actions under consideration by these elected officials.

The City Code has provided a clear illustration of the lines of authority and responsibility within the City government while showing how departments and committees work together.

### **Plan**

The department will continue to work closely with all policy-making, planning, and special purpose bodies within the existing framework of city government and will continue to actively participate in those bodies where specific department representation is needed or desired.

### **References**

[List of City Advisory Boards](#)

[City Code, Chapter 1 Articles 10 through 25](#)

City of Lawrence Organizational Chart

[City of Lawrence Strategic Plan](#)

1A.5 The governing body or designated authority approves the organizational structure that carries out the agency's mission.

**Description**

The City Manager approves the organization structure of the department which includes five divisions: administration, operations, prevention, EMS, and training. This structure allows the department to carry out its mission. The organizational structure is identified in department policy.

**Appraisal**

The organizational structure was designed in the 1990s and needs to be reviewed to improve work design across the entire organization. Mission creep occurs routinely between several divisions creating inefficiencies and miscommunication.

**Plan**

The fire chief will work with the City Manager's Office to review the organizational structure and propose a plan for improvement in 2023.

**References**

SOP 102.10: Organizational Chart

1A.6 The governing body adheres to an approved conflict of interest policy that is applicable to the governing board members and staff.

**Description**

The City of Lawrence has adopted Resolution No. 7346, also known as the City Ethics Policy. The policy requires that all city officials and employees be independent, impartial, and responsible to citizens of Lawrence. The policy prohibits the use of public office for personal gain and promotes ethical conduct on the part of all city officials and employees. All new city employees receive a copy of the policy as part of their onboarding and, which is also accessible on the city's intranet webpage.

**Appraisal**

The policy has been effective in clarifying the expectations of all city employees and officials in relation to real or perceived conflicts of interest.

**Plan**

The department will continue to adhere to the policy and any future changes to the ethical standards as described. When any changes are made to the policy, the administration will ensure all department employees are made aware through a Vector Solutions (the department's online training website) training assignment.

**References**

[City of Lawrence Resolution No. 7346; City Ethics Policy](#)

1A.7 A communication process is in place between the governing body and the administrative structure of the agency.

**Description**

The department uses regularly scheduled meetings with both the City Manager’s Office and the governance committee between the City of Lawrence and Douglas County. These meetings, scheduled in March and September, aid in planning and steering through the governmental process.

**Appraisal**

The governance committee meetings have been effective in getting both the City and County together, but only one meeting has occurred since the adoption of the governance structure. The meeting did aid in preparing both the City and County for plans and organizational changes.

**Plan**

The department will continue to communicate through management channels through the City of Lawrence Manager’s Office and Douglas County Administrator as part of the governance committee structure.

**References**

Administrative Memorandum of Understanding (MOU)  
March 2022 Governance Meeting Agenda

**Criterion 1B: Agency Administration**

The organizational structure aligns with or supports the agency's mission, purposes, goals, strategies, and objectives.

**Summary:**

The department's mission is "We are committed to saving and protecting lives and property through service to our community," and its administrative structure is designed to meet its mission. The department is comprised of five divisions: administration, operations, prevention, EMS, and training. The department's organizational structure is described and shown in SOP 102.10 Organizational Chart.

**Performance Indicators:**

**CC 1B.1 The administrative structure and allocation of financial, equipment and personnel resources reflect the agency's mission, goals, objectives, size and complexity.**

**Description**

The fire chief is responsible for the overall administration of the department as provided by Code of Ordinance 8-103. The department's mission is "We are committed to saving and protecting lives and property through service to our community," and its administrative structure is designed to meet its mission. The department is comprised of five divisions: administration, operations, prevention, EMS, and training.

The administration division, managed by a division chief, is supported by three administrative civilian personnel. This division is responsible for accounts payable, purchasing, facility maintenance, fleet management, accounting and finance operations, website management, accreditation, performance management, records management, risk management, workers compensation, and uniforms and equipment.

The operations division is structured with three shifts, each with two operations chief officers, either division chiefs or battalion chiefs. Tactical and task level support is performed by captains, lieutenants, engineers, and firefighters. All sworn personnel are required to be Kansas State Certified Emergency Medical Technician (EMT), Advanced Emergency Medical Technician (AEMT), or Paramedic.

The prevention division, managed by a division chief, is supported by a captain and lieutenant. The division is responsible for fire code enforcement, oversight of company-level inspection coordination, fire investigations, high hazard inspections, night consultant program, and planning and engineering.

The EMS division, consisting of a division chief and three ambulance billing civilian personnel, are responsible for patient care reporting and quality review, medical director liaison, medical facility liaison, recruitment and hiring, coordination of special event

standbys, health and wellness, medical supply and equipment ordering, and Douglas County emergency first responder oversight.

The training division, managed by a division chief, is supported by a captain and lieutenant. The division is responsible for employee development and training, mentoring, explorer/cadet program, Douglas County Emergency Responder EMS training, promotional assessment process, and public education/speaker program (community CPR).

### **Appraisal**

The department's organizational structure needs to evolve from its legacy design to the growing needs of the community and agency. The department has requested numerous (38) positions, across various divisions, through the budgeting process as part of a reorganization.

### **Plan**

The department will evaluate its organizational structure with the new fire chief in the fall of 2022. A new structure will be proposed again through the City Manager's Office and Governance Committee in the fall 2022.

### **References**

2021-2026 Lawrence-Douglas County Fire Medical Strategic Plan; Mission (page 7)

2023 Fire Medical Value Proposition Worksheet

1B.2 Personnel functions, roles, and responsibilities are defined in writing and a current organization chart exists that includes the agency's relationship to the governing body.

**Description**

The department's organizational structure is described and shown in department Policy – SOP 102.10: Organizational Chart. The department defines roles and responsibilities of personnel in SOP 102.20: Program Management Assignments and job descriptions for position in the organization are available on the city intranet. The City of Lawrence organizational chart illustrates the department's relationship to the City of Lawrence governing body.

**Appraisal**

The City has provided position descriptions to define functions, roles, responsibilities, and qualifications. The organizational chart has remained current and has reflected the primary functions of each division.

**Plan**

The fire chief will continue to evaluate the organizational structure and job descriptions of the department. Any changes of the structure will be established in concert with the City Manager's Office and the Human Resources Department.

**References**

- SOP 102.10: Organizational Chart
- SOP 102.20: Program Management Assignments
- City of Lawrence Organizational Chart