



**Public Health and Healthcare Preparedness (PHHP)
Plan Development Guide:
State-level Tactical Planning Development Guide**

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Bureau of Preparedness and Response
Division of Emergency Preparedness and Community Support
Florida Department of Health

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Public Health and Healthcare Preparedness (PHHP) Plan Development Guide: State-level Tactical Planning Development Guide

Overview

This is one of three components of the PHHP Plan Development and Evaluation Guide currently available for:

- Creating a State-level Operational Plan
- Updating a State-level Operational Plan
- Creating Tactical Documentation

Tactical planning documents are developed to ensure an emergency operations plan's viability and implementation. Tactical planning documents for the Florida Department of Health (FDOH) Emergency Operations Plan (EOP) and for the Emergency Support Function 8 Public Health and Medical Services (ESF8) are developed using this guideline.

Definitions

Tactical planning supports the objectives of operational plans and is tailored to specific incidents and/or events and tasks. Tactical plans are more focused and detailed than operational plans. Tactical planning activities are focused on the assignment, management accountability of resources and tasks. Standard Operating Guidelines (SOGs), Standard Operating Procedures (SOPs), Job Action Sheets (JASs) and Job Aids are categorized as tactical planning documents as well as procedural documents.

SOGs and SOPs are complete reference documents that provide the purpose, authorities, duration, and details of the preferred method for performing a single function or a number of interrelated functions in a uniform manner. In general, SOGs and SOPs:

- Reflect and address the implementation of the responsibilities identified and described in operational plans.
- Describe processes that evolved institutionally over the years or document common practices so that institutional experience is not lost.
- May be task-specific documents (e.g., how to notify staff; how to issue an Emergency Alert System message; how to obtain and use equipment, supplies, and vehicles).
- Include other documents such as checklists, call-down rosters, resource listings, maps, and charts.

I. Process for Creating Tactical Documentation

A. Identifying a Planning Gap and Justifying the Planning Document

The process for developing a tactical planning document begins with identifying a planning gap and justifying the development of a planning document. The development of the tactical planning document should be identified as a milestone under a program deliverable.

Deliverable A: Justification and Preliminary Information captures the justification and preliminary information required to develop the tactical planning document.

Prior to writing any new tactical planning document, Deliverable A must be reviewed by the appropriate Program Manager and submitted to EOP@doh.state.fl.us for approval.

Deliverable A requests the following information:

- Assignment of Lead Planner.
- Purpose of the proposed document.
- Identification of the milestone and program deliverable including due date.
- The type of tactical planning document to be created (e.g. SOG, SOP, Job Aid, JAS).
- Identification of the parent plan (EOP or ESF8 Appendix), hierarchy (planning documents above and below), plan relationships, and dependencies.
- The gaps that exist in the current plans and gaps identified in After Action Reports and Improvement Plans.
- Authorities (statutory or policy).
- Any additional supporting information.

B. Approval for Developing a Tactical Planning Document

1. Before approving the development of any new tactical planning document, the Planning Program Manager will discuss the proposed tactical planning document with the Bureau of Preparedness and Response (BPR) Chief, Emergency Coordination Officer (ECO) and ESF8 planning lead.
2. The Planning Program Manager reviews Deliverable A and approves the development of the planning document by completing the acceptance section.
3. The Planning Program Manager will identify persons not involved with the plan development to review the document prior to finalization including ESF8.
4. The Planning Program Manager will ensure alignment with existing plans.

C. Creating the Appropriate Document

Tactical documents must comply with the following development guidance:

The public health and healthcare emergency management tactical documents most needed to implement operational plans are SOG and SOP, JAS, and Job-Aids. Planners select the appropriate type of document based on the gap identified. This guide includes instructions and standardized templates.

- **Standard Operating Guides (SOGs):**

SOGs are written guidelines that explain what is expected or required during a given operation. SOGs are the broadest form of tactical planning documents. They are not intended to duplicate technical information that is found in Standard Operating Procedures or Job-Aids. SOGs do not describe how staff should do a job but explain the considerations and rules for doing the job.
- **Standard Operating Procedures (SOPs):**

SOPs are a set of written instructions that document a routine or repetitive activity followed by an organization. The development and use of SOPs are an integral part of a successful quality system as it provides individuals with the information to perform a job properly, and facilitates consistency in the quality and integrity of a product or end-result.

- Job Action Sheets (JAS):
JAS are concise documentation that outlines the responsibilities for a specified position or function.
- Job-Aids:
Job-Aids are tools to assist personnel in performing their job such as decision-making algorithms, technical instructions, checklists, contact lists, templates, and forms.

D. Submitting for Review, Approval and Final Signature

1. Once a draft document has been created, the Program Manager will assure that the document has been reviewed by the appropriate staff identified in Deliverable A.
 - Together with the tactical planning document draft, the Lead Planner will submit the Reviewers' Acknowledgement Sheet (Deliverable B) initialed and dated by team members reviewing the draft.
 - For SOGs and SOPs, the name of the person who prepared the document and those who reviewed it including their title and the date needs to be noted in the Record of Changes and Approval section.
2. Final documents are submitted to the EOP mailbox (EOP@doh.state.fl.us) for routing for approval.
3. The Planning Program Manager will route the final tactical planning document to the BPR Chief, ECO, and BPR Medical Director for review.
4. The ECO will approve and sign all tactical planning documents.
5. Each SOG or SOP created as an attachment to an operational document requires separate signatures.
6. Once the tactical planning document is approved, the Planning Unit will ensure the document is posted to the appropriate website (e.g. EOP and ESF8 websites) within 10 business days.
7. The Planning Program Manager is the repository for all original approved tactical planning documents.
8. The Lead Planner works with the Training, Exercise, and Evaluation Unit to develop appropriate training. The training will be incorporated into other trainings and exercises, when appropriate.

E. Tactical Planning Document Update Cycle

1. Annual or biannual review /update cycle of tactical planning documents should be noted in the corresponding section.
2. Planning documents are reviewed and revised under direction of the Program Manager.
3. The Planning Program tracks update cycles for all planning documents.

II. SOG and SOP, Job Action Sheets, and Job Aids Development

A. How to Write an SOG and SOP

SOGs and SOPs should contain the following components:

- **Cover page:** A cover page is required for planning documents with more than ten pages in total or planning documents that belong to ESF8. The cover page includes logo, title, date of approval and agency name.

- **Table of Contents:** An electronic table of contents is required for planning documents with more than ten pages. The table of contents is created using a MS Word feature found under the References tab/application.
- **Title:** Describes the topic that the SOG or SOP addresses. It is required on the first page for documents without a cover page.
- **Date:** Last date of approval. It is required on the first page for documents without a cover page.
- **Purpose:** Documents the SOG/SOP's intent, scope, and direction.
- **Situation:** This section provides an overview of the steps taken by FDOH, through the SOG or SOP, to prepare for disasters. The Situation section characterizes the planning environment, making clear why planning emergency operations are necessary. This section focuses on objective and quantifiable information.
- **Assumptions:** This sections states key facts and assumptions needed to execute the SOG/SOP.
 - Facts are verified pieces of information, such as laws, regulations, maps, population statistics, and verified resource inventories.
 - Assumptions consist of information accepted by planners as being true in the absence of facts, in order to provide a framework or establish expected conditions of an operational environment, so that planning can proceed. Assumptions are used as facts only if they are considered valid (or likely to be true) and are necessary for solving the problem.
- **Operations:** This section describes the action steps for implementing the SOG/SOP, including responsible parties.
- **Authorities and References:** This section documents related statutory or policy requirements as well as related emergency management plans.
- **Review and Update Cycle:** This section documents the frequency for reviewing and updating the tactical planning document.
- **Record of Changes and Approval:** This section includes information regarding the preparer, key reviewers and the document approver: name, title, and date of preparation, revision and approval. In addition, this section includes the signature line for the approver.

B. SOG and SOP Template

The SOG and SOP template is available on the BPR Planning Website. The template is formatted based on the requirements for document standardization. It includes margins, font type and size, outline numbering, preformatted header and footer. Other formatting instructions are included as an attachment in this document. The SOG and SOP components are:

Body:

TITLE: <Describes the topic that the SOG or SOP addresses.>

DATE: < Last date approved. >

1. PURPOSE: <Documents concisely the SOG/SOP's intent, scope and direction.>

2. SITUATION: <Clarifies why this SOG/SOP is necessary. This section should focus on objective, quantifiable information.>

3. ASSUMPTIONS: < States key facts needed to execute the SOG/SOP.>

4. OPERATIONS:

4A. <Key action steps for implementing the SOG/SOP, including responsible parties.>

4B. <Key action steps for implementing the SOG/SOP, including responsible parties.>

5. AUTHORITIES AND REFERENCES:

<Documents related statutory or policy requirements as well as related emergency management plans.>

6. REVIEW AND UPDATE CYCLE:

<This section documents the frequency for reviewing and updating the tactical planning document.>

7. RECORD OF CHANGES & APPROVAL:

Prepared by: <Name>

< Title>

< Date>

Reviewed by: <Name>

< Title>

< Date>

Approved by: <Name>

< Title>

< Date>

Signature of Approval: _____ **Date:** _____

<Name>

Emergency Coordination Officer

Bureau of Preparedness and Response

8. ATTACHMENTS:

<Lists additional documentation (e.g. checklists, rosters, acronyms) needed to complete SOG/SOP operations.>

C. Job Action Sheets (JAS) and Job-Aids

a. Job Action Sheets (JAS)

JAS define and specify the responsibilities for position or function. JAS orient staff to the responsibilities, qualifications and key tasks they must do in their positions. JAS do not provide instructions regarding how to complete the tasks.

When writing a JAS, writers should:

- Consult ICS resources. Many basic position descriptions exist for standard ICS roles. They may require small adjustments to fit within the FDOH or ESF8 structure.
- Not solely rely on what a position did in the past, but consider the current needs for the job, and how the position can best support the current operating environment.
- Incorporate a sense of the priorities for the position; it should be more than laundry lists of tasks.

- Use specific language.

The ESF8 SOP includes the current state JASs.

b. Job-Aids

Job-Aids are tools to assist personnel in performing their job such as decision-making algorithms, JAS, checklists, technical instructions, contact lists, templates, and forms. They provide detailed instructions to personnel on how to do their job and/or serve as a tool to get the job done.

In order to select the appropriate type of Job-Aid, planners should consider:

- If the task performance is sequential, tools such as a playbook, worksheet or checklist are most appropriate. These documents provide systematic instruction to assure the user follows every step of a process.
- If the task requires decision-making, problem-solving, trouble-shooting, or rule application, a decision table or algorithm is needed. These documents provide criteria to evaluate decisions and instruction based on the outcome.
- If the task requires both of the above factors, a combination of Job-Aids may be required.

1. How to Write a Job-Aid

Consider these factors when developing Job-Aids:

- Use action verbs.
- Keep language simple.
- Include pictures or visuals for easier comprehension.
- Use “if” and “then” language when describing activities.
- Describe action steps and sub-steps.
- Emphasize important information or instruction by using bold font.

2. Job-Aid Template

A Job-Aid should contain the following components:

- 1. Date:** Implementation date.
- 2. Task:** States and describes the task to be completed.
- 3. Purpose:** Explains why the Job-Aid is needed and when it is to be used
- 4. Resources:** Lists the materials, systems, software, or equipment that staff will need to perform the task.
- 5. Actions:** Describes the activities, tasks, steps and/or decisions that must be completed as a part of the job performance. The actions portion of a Job-Aid may be in various formats. Writers should choose an appropriate format or combination of formats based on the task.
- 6. Standards:** Describes what performance standards should be utilized in completing the tasks.
- 7. Results:** Describes what should be accomplished.

Deliverable A: Justification and Preliminary Information

Tactical Planning Document Title:

Date:

Submitted by:

Program:

Instructions: Submit the information requested below to EOP@doh.state.fl.us.

1. Provide information on the deliverable and milestone requiring the development of the proposed planning document.

2. Provide the name and contact information of the Lead Planner.

3. Identify the type of tactical planning document to be created (e.g. SOG, SOP, Job-Aid, JAS).

4. Describe the purpose of the proposed tactical planning document.

5. Identify the parent plan (EOP or ESF8 Appendix), hierarchy (planning documents above and below), plan relationships, and dependencies.

6. Describe the gap(s) that exist that will be closed by the proposed tactical planning document.

7. List the authorities (statutory or policy) related to this tactical planning document.

8. Describe the source(s) of information for the gap(s) (e.g. evidence-based practice, after action reports, improvement plans, grants requirements, emerging hazards, and other insights).

Deliverable A: Justification and Preliminary Information Acceptance

Tactical Planning Document Title:

Date:

Lead Planner: Program:

1. Deliverable approval:

Yes:

No:

Approved with recommendations:

2. List of internal reviewers selected by the Planning Program:

Additional comments:

Attachment A: Document Formatting Checklist

- Assure content conforms to the *Department of Health Style Guide*:**
 - The plan's font is regular Arial 11.
 - Section Headers may be larger, but standardized, e.g. Bold Arial 12.
 - The SOG title should be in the upper left corner of the SOG header of all pages. First page does not include a header.
 - The SOG header font is regular Arial 8.
 - Page numbers should be centered in the SOG footer of each page and use font regular Arial 11.
 - Common nouns are lower case (including "agency," "division," "bureau," or position titles that do not follow individual names when standing alone).
 - Only proper nouns are capitalized (e.g. when 'department' – refers specifically to the Florida Department of Health).
 - Numbers zero through ten (0-10) are spelled out (some exceptions allowed e.g. "Step 5").
 - Symbols are spelled out, at least on first reference (preferred is to always spell out e.g., % is spelled out percent), except for dollar sign (\$), or in tables.
 - Trademark and copyright symbols are used behind trademarked or copyrighted names.
 - Fully qualified web links are italicized, black, and not underlined.
 - Two spaces following periods at the end of every sentence.
 - Comma precedes conjunction in a series of three or more (apples, pears, and oranges).
 - Direct quotations from any other source are enclosed in quotation marks.
 - Titles of forms, policies, and most other publications are in quotation marks, and not italicized; used italics only for book titles, names of newspapers, magazines, or guidebooks.
 - Florida Statutes, Florida Administrative Code, and/or Code of Federal Regulations* are spelled out on first reference and italicized; abbreviations for state references (*F.S., F.A.C.*) contain periods and are italicized; acronym for federal references (*CFR*) is italicized. Chapter and section numbers are not italicized.
 - "Additionally" is used only prior to a verb and is followed by a comma.
 - "Shall" is not used.
 - All citations (references, policies, authorities) are current, appropriate/valid, and linked.
 - All dates are spelled out (July 1, 2010), comma follows the year in dates in the middle of a sentence (July 1, 2010, is the first day of the month), no comma between month and year (July 2010). Make sure that month, day, year are on the same line.
 - Insert artificial page breaks to eliminate orphan lines at the end of a page or the beginning of another.

- Assure content conforms to the following guidelines:**
 - Planning document with more than ten pages include a cover page.
 - Example of a ESF8 document cover page is located at http://www.doh.state.fl.us/demo/bpr/PDFs/ESF8SOPV32_111312.pdf
 - EOP related tactical documents should use the EOP cover page as template. Note: Use last approved FDOH logo.
 - Planning document with more than ten pages include a table of content.
 - The plan's outline structure adheres to the following enumerators:
 - 1.
 - 2.
 - 3.
 - 4.
 - 4.A.
 - 4.B.
 - 5.
 - 6.
- All attachment references within the plan are bolded e.g. **Attachment A: <name of attachment>**.
- Acronyms and Definitions Attachment:
 - No sentence begins with an acronym.
 - All acronyms are spelled out on first reference. Acronyms used frequently in the plan should be spelled out again every 3 pages.
 - Assure the Attachment includes all acronyms found in the plan and attachments. Do not include acronyms or terms not found in the document.
 - Avoid creating a new acronym, whenever possible.
- Definitions should include nouns with a specific meaning for the plan.
- Assure referenced acronym for Florida Department of Health is FDOH, not DOH.
- Assure automatic line numbering has been inserted before sending plan to reviewers:
 - a) File – Page Set-up – Layout –
 - b) Apply To: Whole Document
 - c) Line Numbers - Continuous
 - d) Check Box – Add Line Numbering
- Assure spelling and grammatical issues are corrected (do not rely on spell check).
- Assure references to FDOH Senior Leadership reflect the appropriate names and titles found on the signature blocks on the FDOH correspondence information webpage at http://dohiws/Divisions/Executive_staff/ExecutiveStaff/Administrative/SigBlk052512.doc and on the FDOH Organizational chart.
- Assure plan documents include a “DRAFT” watermark.
- Submit approved EOP planning documents to the Planning Program, and ESF8 planning documents to the ESF8 Planning Lead.
- Examples of EOP tactical planning documents are located at:

http://www.doh.state.fl.us/demo/bpr/ESF8_EOP_TacticalPlans.html

Examples of ESF8 tactical planning documents are located at:

<http://www.doh.state.fl.us/demo/bpr/ESF8.htm>

Example of Job Action Sheet: 2012 ESF8 Job Action Sheets is located at:

http://www.doh.state.fl.us/demo/bpr/PDFs/2012_ESF8_Job%20Action_Sheets.pdf