

ANNEX N  
MANPOWER

I. SITUATION AND ASSUMPTIONS

- A. A potential or actual serious situation resulting from a natural incident, manmade incident, technological incident, or from nuclear war could necessitate the mobilization of the population to take part in mitigation, response, or recovery operations.
- B. In the event that Annex Y (Nuclear/Conventional War) is put into effect, there will be a need for manpower to perform services for the relocated population, to maintain services in the evacuated area, and to perform cleanup in the post-attack/return-to-home period.
- C. Private industry will utilize their own manpower assets as feasible under war conditions, plus take on additional manpower to meet defense needs.
- D. Existing local, state and federal manpower will not be able to meet all governmental manpower needs in a major disaster.
- E. Contained within the evacuated and resident population will be people surplus to the country's economic and/or defense needs who can be organized to meet the Commonwealth's manpower needs in a disaster.

II. MISSION

The responsibility of the Cabinet for Human Resources is to organize all underutilized manpower in the Commonwealth.

III. DIRECTION AND CONTROL

- A. The Cabinet for Human Resources is responsible for coordination of available manpower.
- B. Federal directives concerning the employment of essential industrial and organization workers may not be available at all times during wartime. The Commonwealth must be ready to conduct manpower operations with very little guidance from the federal government. Each citizen will be expected to serve in a capacity that will contribute most effectively to the overall economy.
- C. During wartime, the manpower needs of essential in-

dustries will have priority over the manpower needs of other civilian activities.

- D. As practicable, the Cabinet for Human Resources will consult with representatives of labor and management during the period of war time crisis and report the results to KyDES.
- E. Overall state direction and control will be exercised from the state EOC in Frankfort.

#### IV. CONCEPT OF OPERATIONS

- A. The Cabinet for Human Resources will coordinate all requests for manpower needed by other Commonwealth agencies and local government.
- B. Manpower resources available to the Commonwealth will be assigned based on the following priorities:
  - 1. Activities essential to continued health, welfare, and survival of the citizens of the country.
  - 2. Support of military operations.
  - 3. Support of facilities producing essential defense items.
  - 4. Support of facilities that maintain the national economy.
  - 5. Other priorities established by the Governor.
- C. Organization
  - 1. State Government Responsibility
    - a. The Cabinet for Human Resources is designated as the agency to operate and manage the Commonwealth's manpower resources, and will be responsible for the registration and allocation of manpower to meet statewide emergency needs. The Cabinet will be assisted by a Manpower Resource Management Board.
    - b. The Manpower Resource Management Board, which will only be activated for serious national emergencies, will consist of the Director and at least five (5) members. The Secretary of the Cabinet for Human Resources, or representative, will serve as Director of the Manpower Resource Manage-

ment Board.

c. Duties of Manpower Resource Management Board are as follows:

1) Director of Manpower Resource Management Board

- a) On behalf of the Governor, issue policies and guidance applicable throughout the State, covering the management and utilization of manpower resources throughout the State.
- b) Advise the Governor, and KyDES, of manpower needs and resources.
- c) Makes final determination on recommended allocation of essential manpower.
- d) Provides federal manpower representatives with information covering available manpower within the State and estimated requirements.
- e) Coordinate all elements of State Manpower Organization and the federal representative.

2) Statistical Manpower Officer

- a) Principal advisor to the State Manpower Resource Board on all matters concerned with the collection, utilization and dissemination of statistical information on manpower within the state.
- b) Provides the federal manpower representative with statistical information concerning manpower within the state.

3) Placement Manpower Officer

- a) Arranges for the transfer of manpower available in the state to meet critical shortages.
- b) Arranges through the federal manpower representatives for the transfer of surplus manpower be-

tween states

- c) Makes arrangements for local consultation with representatives of labor and management.

4) Allocations Manpower Officer

- a) Identifies manpower skills in short supply and critically needed to staff essential activities.
- b) Advises Selective Service System of critical civilian manpower skill requirements for use in the defense industry.
- c) Receives and acts upon requests for manpower for all essential uses.

5) Supporting Resources Manpower Officer

- a) Assist manpower essential users in obtaining supporting resources to ensure an effective manpower program.
- b) Works closely with the federal manpower representative in aiding essential users of manpower to obtain supporting resources from sources within and outside the state.

6) Health Manpower Office

Responsible for coordinating Health Manpower requests with the State Manpower Resource Board.

- 2. Local government is responsible for: Managing civilian manpower in the county, following as closely as possible the policy and operational guidelines provided by the State Manpower Resource Board.

3. Federal Government Responsibilities

- a. U.S. Department of Labor is responsible for:

- 1) Developing, implementing, executing, and coordinating policies established by the President for the development, mobilization, and use of civilian man-

power resources of the nation during an evacuation.

- 2) Consulting with representatives of labor and management at the national and regional level.

- b. Estimating manpower needs for military and civilian purposes and assessing the manpower supply available by geographic location, industry and occupation.

4. Private industry is responsible for complying with the internal emergency manpower programs.

- D. The Cabinet for Human Resources will, during war-time, coordinate with the Selective Service System's state headquarters for the activation of joint plans to assist local employment offices in the location of civilian manpower to meet urgent emergency needs.
- E. The Cabinet for Human Resources will, upon direction of the Governor, assume direction and control of the allocation of manpower within the Commonwealth.
- F. The Cabinet for Human Resources will keep the KyDES Executive Director informed as to the specific manpower needs and resources available in the Commonwealth.
- G. Provisions of U.S. Labor Department's Defense Readiness Handbook will be followed in manpower recruitment.
- H. Essential activities will be authorized to recruit the bulk of their own manpower. They will call on the Cabinet for Human Resources only for special manpower problems which they cannot handle.
- I. Employees may follow the usual recruiting practices, except for those skill which have been declared a critical shortage by the state or federal government.
- J. Local governments utilize their own personnel and those made available through agreements and understandings. When additional personnel are needed, there are two possible sources as follow:
  1. Private Sector
    - a. Local governments may supplement their

staffs with volunteers from local businesses, industries, or organizations preferably on a prearranged basis.

- b. Local governments may recruit additional personnel to hire part-time or temporary work.
- c. Local governments may contract with private firms to perform some functions and thus meet the demand for personnel.

## 2. State Personnel

- a. State employees may be utilized on mission-type basis, but usually remain under the direction and control of their agency.
- b. Prisoners in the State penal system may provide manpower.
  - 1) Request for prison labor may be made through KyDES to the Corrections Cabinet.
  - 2) Prisoners generally work under the supervision of Department of Corrections personnel.
  - 3) Prisoners in the "work release" program cannot be used except in their regular jobs.

K. State Government personnel continue to work under the direction of their departments. If additional personnel are needed, they may be obtained in the following ways.

### 1. From within State Government

- a. The Department of Personnel will identify state employees having the necessary skills and their location.
- b. Prison labor may be utilized.

### 2. State government agencies may augment their staff through agreements and understandings with appropriate agencies of other governments.

### 3. Private sector

- a. Volunteers from business, industry and other organizations may be utilized.

- b. Part-time or temporary employees may be hired.
  - c. Private firms may be contracted to perform some functions.
- L. Federal Government Installations may be affected by a disaster and may require assistance from state and local governments.
  - 1. State and local manpower assistance will be in accordance with prearranged agreements when possible.
  - 2. Federal personnel may carry out joint projects with State and local personnel when it is mutually convenient and agreed upon in advance of execution.
- M. Organizations such as the Red Cross, the Mennonite Disaster Service, and the Salvation Army rely on their own full-time and volunteer personnel. Should additional personnel be needed by them, State and local governments may be requested to assist, or the organization may recruit from the private and public sector.
- N. Operational Phases
  - 1. Preparedness Phase
    - a) Develop manpower operating procedures.
    - b) Develop system of determining manpower resources available.
    - c) Insure that necessary forms are available.
    - d) Organize and train a staff .
    - e) Ensure all personnel concerned are familiar with their responsibilities.
    - f) Take part in tests and exercises as requested by state authorities.
    - g) Upon instructions from KyDES Executive Director, or representative, shift to Response Phase.
  - 2. Response Phase
    - a) Increased Readiness Phase

- 1) Complete all steps not yet completed under Preparedness Phase.
  - 2) Review and update annex.
  - 3) Alert personnel needed to carry out annex.
  - 4) Carry out any needed training
  - 5) Check to insure necessary supplies are available.
  - 6) Upon instructions from KyDES Executive Director, or representative, shift to Preparedness Phase or Emergency Operation Period.
- b) Emergency Operation Period
- 1) Natural, Man-made, and Technical
    - a) Response Phase
      - (1) Complete any procedures under Preparedness or Increased Readiness Period not yet completed.
      - (2) Carry out life saving and damage limiting operations.
      - (3) Determine manpower skills available and needed.
      - (4) Make manpower available.
      - (5) Coordinate activities for manpower needs with surrounding states.
      - (6) Keep records on workers made available, work undertaken, and hours worked.
      - (7) Upon instructions from KyDES Executive Director, or representative, shift to Recovery Phase.
  - 2) Nuclear/Conventional War
    - a) Relocation Period



- (1) Complete any procedures under Preparedness Phase or increased Readiness Period not yet completed.
- (2) Determine manpower skills available and needs.
- (3) Keep records on workers made available, work undertaken, and hours worked.
- (4) Coordinate activities for manpower needs with surrounding states.
- (5) Make manpower available.

b) Attack Phase

- (1) Take shelter
- (2) During this phase, unless otherwise directed by the state EOC, will be limited to in-shelter activities.
- (3) Upon instructions from KyDES Executive Director, or representative, shift to Recovery Phase.

3. Recovery Phase

- a. Carry out operations as directed by EOC to save lives and minimize property loss.
- b. Upon instructions from KYDES Executive Director, or representative, shift to Preparedness or Response Phase.
- c. Upon discontinuation of operation, survey organization for cost of preparation and responding to the disaster.
- d. Critique operations for updating the EOP and standard operating procedures.
- e. Reports to FEMA Region IV concerning manpower will be made in conformity with Annex U.

V. ADMINISTRATIVE SUPPORT

Augmentation and training of emergency organization will be carried out as set forth in CPG 1-7 -- "Guide for Increasing Local Government Civil Defense During Period of International Crisis."

VI. GUIDANCE PUBLICATION

- A. Kentucky Resource Management Plan
- B. Guide for the Development of a State and Local Continuity of Government Capability, FEMA CPG 1-10, July 1987
- C. Disaster Planning Guide for Business and Industry, FEMA 141, August 1987

ANNEX O  
RESOURCE MANAGEMENT

I. SITUATION AND ASSUMPTIONS

- A. Although the state has various industrial, service, natural and human resources, Kentucky does not have an adequate industrial resource capability to meet all of the state's needs and must rely on the importation of a major portion of its industrial and consumer goods.
- B. Transmission lines, pipelines, river ports, aircraft support and control facilities and land based transportation routes through the Commonwealth are vulnerable to both natural and man made disruptions.
- C. A national or international emergency, as well as disasters, might isolate the Commonwealth from energy sources, raw material, or finished products.
- D. The receiving, warehousing and distribution systems serving most of the state's population are located in areas designated potential target areas by the federal government.
- E. During and after a period of proclaimed state of emergency, the Governor may determine that it is necessary to implement a system for controlling the production, distribution, allocation, conservation and use of the basic resources (human resources, goods, services and related facilities) which are available to the Commonwealth.
- F. The Governor has the authority to implement and enforce rationing or reallocation of resources through the provisions of KRS 32.4000.
- G. During periods of national emergency, the President may implement a federal system of resource management through authority granted by the Congress.
- H. The relocation of 50 percent of Kentucky's population, if the nuclear war section of the plan is implemented, will seriously disrupt the Commonwealth's economic system. In order to lessen this disruption, the Commonwealth will have to place temporary controls on Kentucky's overall resource system.
- I. There may or may not be a warning period before this annex is put into effect.

- J. These controls may be put into effect for only a few days or weeks, or may cover a number of years.
- K. To the extent possible, the private sector of the economy will be relied upon to perform voluntarily in an emergency.
- L. The management of local resources, not regulated by the federal government, may be controlled by the state or local government.

## II. MISSION

The purpose of this annex is to define the organization and assign responsibilities for a system providing effective utilization and conservation of resources available to the Commonwealth. Plus, to provide, in concurrence with national and state policies, interim economic stability controls and emergency measures for the rationing of food, petroleum, and other essential items to consumers, and the stabilization of prices, wages, salaries and rents.

## III. DIRECTION AND CONTROL

- A. The Secretary of the Public Protection Cabinet will act as Economic Stabilization Chairman for the Commonwealth. The Economic Stabilization Chairman will carry out the resource management and economic stabilization policies of the federal government.
- B. The Commonwealth's Economic Stabilization Board will consist of the Chairman and seven other members appointed from the private and governmental sector by the Governor.
- C. The Economic Stabilization Board shall consist of the following officers: the Chairman, Rent Control Officer, Price Control Officer, Consumer Rationing officer, Wage and Salary Officer, Credit and Banking Officer and Compliance Officer.
- D. Greater detail concerning economic stabilization and resource management will be found in the Commonwealth's Emergency Resource Management Plan.
- E. Federal agencies will provide liaison for resource coordination and support through the Commonwealth's Economic Stabilization Board. The federal government is responsible for overall resource mobilization, including determining the need for, and the extent of, civilian mobilization in all national emergencies. The lead federal agency will be FEMA.

#### IV. CONCEPT OF OPERATIONS

- A. The Commonwealth's Economic Stabilization Board will support, implement and administer federal and state resource management and economic stabilization measures, and coordinate their measures with overall state and federal policies.
- B. The board will exercise direction and control over resource management and economic stabilization within the Commonwealth to include purchasing, stockpiling and distributing resources. The various cabinets maintain as part of their governmental function listing of equipment, personal and other resources that can be used in an emergency.
- C. The board is responsible for the registration of all citizens for rationing purposes, the issuing of ration cards, and the establishment of priorities for the distribution for scarce resources.
- D. The duties of the board are:
  - 1. Chairman is responsible for the overall operation of the board and will select the necessary personnel to carry out these functions at the state level.
  - 2. Rent Control Officer
    - a. Principal advisor to the Chairman of the Economic Stabilization Board on all matters concerning Rent Control.
    - b. Supervises the Rent Control Section of the Economic Stabilization Board.
  - 3. Price Control Officer
    - a. Principal advisor to the Chairman of the Economic Stabilization Board on all matters concerned with Price Control.
    - b. Supervises the Price Control Section of the Economic Stabilization Board.
  - 4. Consumer Rationing Officer
    - a. Principal advisor to the Chairman of the Economic Stabilization Board on all matters concerned with Consumer Rationing.

- b. Supervises the Consumer Rationing Section of the Economic Stabilization Board.
- 5. Wages and Salaries Officer
  - a. Principal advisor to the Chairman of the Economic Stabilization Board on all matters concerned with Wages and Salaries. Works closely with federal wage and salary officials and assists them whenever possible.
  - b. Supervises the Wages and Salaries Section of the Economic Stabilization Board in implementation of federal and state guidelines.
- 6. Credit and Banking Officer
  - a. Principal advisor to the Chairman of the Economic Stabilization Board on all matters concerned with credit, money and banking. Works closely with federal credit, money, banking officials and assists them whenever possible.
  - b. Supervises the Credit and Banking Section of the Economic Stabilization Board in implementation of federal and state guidelines.
- 7. Compliance and Legal Officer
  - a. Principal advisory to the Chairman of the Economic Stabilization Board on all matters concerning the audits, enforcements, or legal problems related to economic stabilization in the Commonwealth of Kentucky.
  - b. Supervises the Compliance and Legal Sections of the Economic Stabilization Board.
  - c. Insures that an adequate audit of retail ration evidence is made, and policies and procedures are followed.
  - d. Investigate complaints or alleged violations of the Economic Stabilization Program.
  - e. Prepares the necessary legal documentation and represents the Economic Stabilization Board in all prosecutions for violations of the Economic Stabilization Program.

- E. The board upon direction of the Governor will take the following action:
1. Publicize and enforce the temporary freeze on retail inventories of items designated essential by the state or federal government.
  2. Announce and enforce rationing of items to individual consumers.
  3. Announce and enforce use levels for all items to be rationed.
  4. Upon request of federal government, report on the availability of food, petroleum products and other essential items under local rationing systems.
  5. Advise the public how and where to register to receive rationing certificates.
  6. Set priorities on the use of all resources in the Commonwealth.
  7. Inform local manufacturers, wholesalers and retail distributors on their roles under the local rationing or priority system.
  8. Announce and enforce controls on prices and rents.
- F. Rationing procedures for food will conform to those established by USDA or Kentucky Department of Agriculture see Annex S "Food Management" of this plan, and those for fuel will conform to Annex P "Energy Supply".
- G. The Commonwealth's Economic Stabilization Board will, in cooperation with other federal and state organizations, distribute policies and guidance to the population consistent with state and federal economic stabilization objectives. The purpose for issuing these policies and guidance is to assure application throughout the state of compatible measures, and to ascertain that the most essential needs are identified and met with the resources available. The Economic Stabilization Board will work with all segments of the population to establish procedures to implement economic stabilization, and insure a fair and equitable distribution of all essential resources.
- H. Federal Government Responsibility

Maintain in the solvency and functioning of the banking and monetary system throughout the emergency period. The United States Treasury Department, through federal financial agencies such as the Federal Reserve System and the Federal Home Loan Bank, are responsible for the preparedness and administration of banking, money, credit and tax programs. Self-triggering operation procedures and orders have been (or will be) prepositioned with banks and other financial institutions at all levels throughout the state.

#### I. County Government Responsibilities

1. Each County Judge/Executive will appoint a Economic Stabilization Board which will be responsible for carrying out the resource management and economic stabilization policies of the State Economic Stabilization Board.
2. The County Economic Stabilization Board will consist of the the Chairman, the Price Control Officer, Rent Control Officer, Consumer Rationing Officer and other members from the private sector and governmental agencies as needed.
3. The management of local resources not regulated by federal or State emergency authority is the responsibility of local government.

#### J. Private Sector

Where required and applicable, private sector labor, industry, business, financial and service enterprises will be encouraged to:

1. Cooperate in the development and support of resource mobilization policies and programs and assure continuity of industry.
2. Provide, produce, process, distribute and redirect essential goods and services at levels needed to support national objectives.
3. Cease operations involved in nonessential activities and where practical provide support for those that are essential.
4. Comply with emergency rules and regulations relating to production, distribution, acquisition and use of essential resources.

#### K. Operational Readiness Phases



1. Preparedness Phase
  - a. Develop standard operating procedures.
  - b. Develop system for determining resources available and needed.
  - c. Develop an organization
  - d. Ensure that necessary forms are available.
  - e. Ensure all personnel concerned are familiar with their responsibilities.
  - f. Take part in tests and exercises as requested by state authorities.
  - g. Conduct training program.
  - h. Upon instructions from Ky DES Executive Director representative shift to Response Phase.
2. Response Phase
  - a. Increased Readiness Period
    - 1) Complete all steps not yet completed under Preparedness Phase.
    - 2) Review and update annex.
    - 3) Alert personnel needed to carry out annex.
    - 4) Initiate a program to provide needed training.
    - 5) Check to insure necessary supplies are available.
    - 6) Upon instructions from Ky DES Executive Director, or representative, shift to Emergency Operations Period or return to Preparedness Phase.
  - b. Emergency Operations Period
    - 1) Natural/Man-made Technical Disaster
      - a) Complete any procedures under Increased Readiness Phase not yet completed.

- b) Begin processing of inventory to determine resources available.
  - c) Keep records of resources made available.
  - d) Coordinate resource allocation with surrounding counties.
  - e) Follow state and federal guidance.
  - f) Keep records on workers made available, work undertaken, and hours worked.
  - g) Upon instructions from Ky DES Executive Director or representative shift to Recovery Phase.
- 2) Nuclear/Conventional War
- a) Relocation
    - (1) Complete any procedures under Increased Readiness Period not yet completed.
    - (2) Begin processing of inventory to determine resources available.
    - (3) Keep records of resources made available.
    - (4) Coordinate resource allocation with surrounding counties.
    - (5) Follow state and federal guidance.
    - (6) Upon advice of EOC shift to Attack Period or Recovery Phase.
  - b) Attack
    - (1) Take shelter. During this phase action will be limited to in-shelter activities.
    - (2) Keep records of workers made available, work undertaken and hours worked.

- (3) Upon instructions from Ky DES Executive Director or representative, shift to Recovery Phase.

### 3. Recovery Phase

- a. Carry out operations as directed by EOC to save lives and limit damage.
  - b. Upon instructions from Ky DES Executive Director or representative shift to Preparedness or Response Phase,
  - c. Upon reverting to Preparedness Phase, survey organization for cost of conducting operation,
  - d. Critique operations for updating plan, and
  - e. Finalize records of operation.
- L. The primary objective of this program is to ensure local, state, and national survival and recovery. To achieve this objective, response phase resources available to the Commonwealth will be assigned to activities concerned with saving lives, immediate military operations and economic activities essential to continued survival and recovery. State officials in their emergency assignments, must determine what resources are available, how they are to be used, and the extent to which resources are lacking or in excess of essential needs.
- M. Reports for forwarding to FEMA concerning Economic Stabilization Board will have to develop its own administrative support staff. Personnel for this staff should be developed through and in conjunction with the Public Protection and Regulation Cabinet.

### V. ADMINISTRATIVE SUPPORT

The Economic Stabilization Board will have to develop its own administrative support staff. Personnel for this staff should be developed through and in conjunction with the Public Protection and Regulation Cabinet.

### VI. GUIDANCE PUBLICATIONS

- A. Economic and industrial Aspects of CRP, CPG 2-8.16
- B. Disaster Planning Guide for Business and Industry, CPG 2-5

- C. The Conceptual Framework for Emergency Mobilization Preparedness, FEMA FPC-2
- D. General Guidelines for Resource Management in National Emergencies, FEMA FPC-7
- E. "Continental Preparedness" by North American Defense Industrial Organization
- F. Defense Mobilization Orders -- CFR, Title 44, Chapter 1, Parts 320-330
- G. Resource Management: A Historical Perspective; FEMA Contract EMW-83-c-1388
- H. International Considerations Associated with Economic Planning for Recovery from a Generalized Disaster, FEMA RR-16
- I. Defense Production Act of 1950, PL 81-774, E.O. 10480

ANNEX P  
ENERGY SUPPLY

I. SITUATION AND ASSUMPTIONS

- A. Severe weather conditions, such as blizzards, ice storms, heat waves or tornadoes may cause shortages in energy supplies by disrupting transportation services, interfering with delivery through transmission lines, or by forcing higher than normal usage of energy for heating or cooling.
- B. Various technological, man-made, or natural incidents, including terrorism, employee strikes, or international conflict could cause curtailment of energy supplies.
- C. The relocation of the U.S. population from risk areas to host areas, in the event of Crisis Relocation, will necessitate a reallocation within the energy distribution system.
- D. A major attack on the United States could seriously cripple Kentucky by making energy resources extremely scarce. Rationing to conserve Kentucky's energy resource would have to be undertaken immediately.
- E. The involvement of the U.S. in a major conventional war would cause the reallocation of energy resources forcing rationing or voluntary curtailment of their use.
- F. The only energy resources Kentucky is self sufficient in are coal and electricity, all other energy sources must be imported to some extent.
- G. Depending on the situation, national or state wide rationing, or conservation, may be imposed; this could cause activation of Annex O Economic Stabilization and Resource Management. In order to activate Annex O, new federal legislation would have to be enacted.

II. MISSION

The purpose of this annex is to provide for the organization, coordination, and direction of all energy resources within the state for use during an emergency. This is done by defining and establishing responsibility and authority in energy matters at the various levels within the state.

III. DIRECTION AND CONTROL

- A. The Division of Energy, Department for Natural Resources, Natural Resources and Environmental Protection Cabinet (NREPC), in coordination with utilities under the jurisdiction of the Public Service Commission will control, direct and coordinate all energy needs and establish orderly procedures for furnishing emergency preparedness requirements to energy representatives. This will be done by issuing regulations under the authority of KRS 39.400 and KRS 39.409.
- B. The energy industry will form a composite organization of adequate size, with a qualified and competent staff, to direct the emergency preparedness operations of their respective industries.
- C. Each industry, commercial establishment, and warehouse facility will conduct its own operation under guidance issued by the NREPC.
- D. If the federal control of energy sources is established by the federal government, Kentucky will put into effect its Emergency Resource Management Plan. (See Annex O).

#### IV. CONCEPT OF OPERATIONS

##### A. State Government

- 1. The Natural Resources and Environmental Protection Cabinet (NREPC) is assigned the responsibility of operating the State Energy Resource Management Board that directs, controls, coordinates and establishes operating procedures for the energy organization at all levels. In carrying out this plan, the board will be assisted by the Public Service Commission and the Department of Mines and Minerals.
- 2. The Secretary of NREPC will be director of the State Energy Resource Management Board. The board will advise the director of problems and recommend procedures.
- 3. The Energy Resource Management Board will consist of a Chairman and five members. The Director of the Board will serve as chairman. Other members will represent solid fuels, petroleum, natural gas, electric power and supporting resources.
- 4. The Energy Resource Management Board will have three advisory committees. These will be:

- a. Petroleum Products Committee. It will be chaired by the Secretary of the NREPC or assistant, and have representatives of the petroleum industry.
  - b. Gas and Electrical Service Committee. It will be chaired by the Chairman of the Public Service Commission and have representatives of the gas and electrical industry.
  - c. Coal Products Committee. It will be chaired by the Commissioner of Mines and Minerals and have representatives of the coal industry.
5. Plans for individual emergency energy supplies will be developed as follows but will be coordinated with NREPC.
- a. Petroleum Products

The responsibility for the allocation of petroleum products in an emergency is vested in the Kentucky NREPC by state statute.
  - b. Gas and Electricity
    - 1) The responsibility for the allocation of gas and electricity for jurisdictional utilities is vested in the Public Service Commission by statute.
    - 2) The Public Service Commission will develop a natural gas and electrical allocation plan for jurisdictional utilities.
  - c. Coal

The responsibility for the management of a coal shortfall is vested in NREPC, Division of Energy by statute. Common procedure is for Public Protection and Regulation Cabinet, Department of Mines and Minerals, and the NREPC to coordinate the allocation. The development of these allocation plans will be the responsibility of the NREPC.
6. LP gas is not regulated by any state agency. The state can only make suggestions and put into place a set-aside program for directing

supplies to be made available for critical facilities or hardship needs.

B. Local Government

1. County governments are responsible for the coordination of all energy resources within their respective areas, as directed by the NREPC.
2. Each County Judge/Executive will appoint an Energy Resource Coordinator to cooperate with the state board.

C. Industry

The energy industries are responsible for operating their systems and facilities to provide the maximum possible service within their capabilities, and fulfill essential needs as specified by appropriate governmental authorities. This includes responsibility for management, continuity, personnel and facility protection, conservation of supplies, restoration of damaged lines and terminals, and the expansion or improvement of systems as practical and as necessitated under emergency conditions. In order to carry out these responsibilities, it will be necessary to organize and operate a composite headquarters. This will consist of the state/industry/transportation organization of petroleum, gas, coal and electrical sections. Operational control of the energy industries will remain, at all times, with the responsible officials of the industry.

D. In the event of an energy shortage, the following general steps can be taken by the Commonwealth, as appropriate.

1. Minimize transportation impediments.
  - a. Request the assistance of local and state agencies in road clearing activities during periods of snow and ice (including clearing private driveways if necessary for delivery of fuel supplies).
  - b. Request through transportation companies involved or appropriate federal agencies the priority movement of petroleum products, coal, or other fuels on rail and waterways.
  - c. Work with appropriate state and federal



agencies to remove restrictions on highway transportation (e.g., weight limits, drivers hours, route restrictions, etc.) which may be removed without causing safety or other problems.

- d. Assist suppliers and consumers in locating transportation for petroleum products, coal, or other fuels.
  2. Request all County Judge/Executives, and Mayors to develop local programs designed for energy conservation, particularly in the commercial sector. Urge energy savings goals of 40 percent and 20 percent depending on the relationship to meeting "essential human needs."
  3. Request that state and other offices be closed one day per week by extending the normal working day the other four days.
  4. Request the Cabinet for Human Resources ensure that claims and benefits for unemployed workers are taken and promptly processed.
  5. Meet with representatives of suppliers of affected energy sources to fully assess the problem.
  6. In a strike situation, utilize state police and national guard to escort trucks carrying fuel supplies.
- E. The following actions may be taken with regard to specific energy sources.
1. Propane and Petroleum Products
    - a. Request U. S. Department of Energy to require regional shifts of petroleum products into Kentucky.
    - b. Request consumers of propane and petroleum products to maximize conservation efforts during shortage period.
    - c. Initiate reduction measures for state government facilities.
    - d. Promote substitution of other fuels where feasible. Aid in securing variances to air pollution regulations so facilities which are equipped to burn coal may do so.

- e. Request implementation of special relief measures, as appropriate from the federal government.
- f. Interact with U.S. Department of Energy on emergency demand constraint measures which may be implemented. Considerations may include:
  - 1) gasoline rationing.
  - 2) mandatory boiler efficiency standards.
  - 3) mandatory reduction of parking spaces.
  - 4) mandatory temperature settings.

## 2. Natural Gas

- a. Request the general public to maximize conservation efforts (requests for conservation to be intensified as shortage increases).
- b. Initiate demand constraint measures at state government facilities.
- c. Promote the use of alternate fuels where feasible.
  - 1) Aid in securing variances to air pollution regulations so facilities which are equipped to use coal may do so.
  - 2) Switch to petroleum products or propane.
  - 3) Assist gas utilities to get propane for peak shaving plants.
- d. Request the implementation of special relief measures as appropriate from federal government.
- e. Implement a natural gas pooling operation where feasible.
- f. Interact with U. S. Department of Energy on emergency demand constraint measures which may be implemented. Considerations may include:
  - 1) gas rationing.

- 2) mandatory boiler efficiency standards.
- 3) mandatory temperature settings.

### 3. Coal

- a. Voluntary cooperation of suppliers to resolve problems.
- b. Request coal users to maximize conservation efforts.
- c. Initiate demand restraint measures at state government facilities.
- d. If necessary, utilize coal from state owned stockpiles for essential needs.
- e. Request the implementation of special relief measures as appropriate from federal government (e.g., mandatory coal allocation program, Taft-Hartley Act).
- f. Promote the use of alternate fuels where feasible.
- g. Aid in securing temporary variances to air pollution regulations for facilities which are unable to obtain sufficient quantities of compliance coal.
- h. Interact with U. S. Department of Energy on emergency demand constraint measures which may be implemented. Considerations may include:
  - 1) coal rationing.
  - 2) mandatory boiler efficiency standards.
  - 3) mandatory temperature settings.

### 4. Electricity

- a. Request users to maximize conservation efforts in coordination with utilities emergency plans.
- b. Initiate demand restraint measures at state government facilities in response to emergency measures initiated by utilities.
- c. Promote the transfer of electricity to shortage areas.

- d. Request the implementation of special relief measures as appropriate from state and federal utility commissions (e.g., mandatory purchases and sales of power at specified stockpile levels).
- e. Deal with essential needs as appropriate.
- f. The Public Service Commission has the authority for approving electricity curtailment plans for jurisdictional utilities.
- g. Interact with U. S. Department of Energy on emergency demand constraint measures which may be implemented. Considerations may include:
  - 1) electricity rationing.
  - 2) mandatory boiler efficiency standards.
  - 3) mandatory temperature settings.

#### F. Operational Phases

##### 1. Preparedness Phase

- a. Develop standard operating procedures.
- b. Develop a system of determining energy resources available after an incident.
- c. Ensure that necessary forms are available in the event of an emergency.
- d. Ensure that all personnel concerned are familiar with their responsibilities.
- e. Take part in tests and exercises as required by state authorities.
- f. Upon instructions from KyDES Executive Director or representative shift to Response Phase.

##### 2. Response Phase

###### a. Increased Readiness Period

- 1) Complete all steps not completed under Preparedness Phase.

- 2) Inform energy industry personnel to prepare for implementation of this annex.
- 3) Prepare to maintain control of supply and procurement of energy resources.

b. Emergency Operation Period

- 1) Natural, man-made and technical disasters
  - a) Complete all steps not completed under Preparedness Phase.
  - b) Commence life saving and damage limiting operations.
  - c) Issue fuel rationing orders if necessary.
  - d) Advise the Governor on current and continuing functions, problems, and activities in the energy area.
  - e) Assist the Governor in carrying out the policies, plans, and instructions pertaining to energy resources.
  - f) Advise Governor on state energy resource needs.
  - g) Maintain current information on the availability of energy resources within the state.
  - h) Approve request for energy resources based on current policies.
  - i) Issue authorization for necessary use of energy resources to essential users.
  - j) Determine the best utilization of available energy resources supply.
  - k) Keep records on workers made available, work undertaken, and hours worked.
  - l) Upon instructions from KyDES Executive Director or representative

shift to Recovery Phase.

2) Nuclear Conventional War

a) Relocation Period

- (1) Complete all steps not completed under Preparedness Phase or Increased Readiness Period.
- (2) Commence operations (See Natural Disaster Energy Operation Period).
- (3) Inform energy industry personnel that rationing may be put into effect.
- (4) Issue fuel rationing orders if necessary.
- (5) Upon instructions from KyDES Executive Director or representative shift to Attack Period or Recovery Phase.

b) Attack Period

- (1) Provide fuel for the operation of community fallout shelters if so instructed.
- (2) Take shelter. During this phase, action will be limited to in shelter activities unless otherwise directed by the state DES Coordinator.
- (3) Upon instructions from KyDES Executive Director or representative shift to Recovery Phase.

3. Recovery Phase

- a. Carry out operations as directed by EOC to save lives and property.
- b. Revert to Increased Period or Preparedness Phase upon direction of the EOC.
- c. Advise the Governor on current and continuing functions, problems, and activities in the energy area.

- d. Assist the Governor in carrying out the policies, plans, and instructions pertaining to energy resources.
  - e. Advise Governor on state energy resource needs.
  - f. Maintain current information on the availability of energy resources within its jurisdiction.
  - g. Approve request for energy resources based on current policies.
  - h. Issue authorization for necessary use of energy resources to essential users.
  - i. Determine the best utilization of available energy resources supply.
  - j. Upon completion of the operation survey organization for cost of preparing for and conducting the operation.
  - k. Critique operation for updating plan and standard operating procedures.
  - l. Upon instructions from KyDES Executive Director or representative shift to Preparedness, or Increased Readiness or Recovery Phase.
  - m. Remember cleanup and restoration of property often continues long after emergency personnel have returned to normal operations.
- G. Increased Readiness Levels will be initiated by KyDES based on information furnished by FEMA. The required actions are explained in Annex D of this plan.
- H. Reports concerning the availability and need of all types of energy in the state will be made to KyDES in conformity with Annex U.

#### V. ADMINISTRATIVE SUPPORT

- A. The Energy Management Board will request additional administration support state government and the energy industry.
- B. Augmentation and Training of emergency organization will be carried out as set forth in FEMA CPG 1-7 -

"Guide for Increasing Local Government Civil  
Defense Readiness During Period of International  
Crisis."

VI. GUIDANCE PUBLICATIONS

- A. Civil Defense and Emergency Planning for the  
Petroleum and Gas Industries, FEMA Publication
- B. Prototype Plans for Production and Maintenance of  
Electric Power FEMA CPG 2-8.6

VII. APPENDIX

- P-1 Energy Organization
- P-2 Summary of Motor Fuel Control and Distribution  
Options



APPENDIX P-1  
ENERGY ORGANIZATION

Kentucky Department of Mines and Minerals Ironworks Pike Lexington, Kentucky 40501	(606) 254-0367 FAX (606) 255-4457
Public Service Commission Schenkel Lane Frankfort, Kentucky 40601	(502) 564-3940 FAX (502) 564-7279
Kentucky Petroleum Council 403 State National Bank Building Frankfort, Kentucky 40601	(502) 875-3742 FAX (502) 875-1171
Kentucky Coal Association 340 South Broadway Lexington, Kentucky 40504	(606) 233-4743 FAX (606) 233-4745
ECAR East Central Electric Reliability Coop P. O. Box 102 Canton, Ohio 44701	(216) 456-2488 FAX (216) 456-3648
Kentucky Division of Energy Natural Resources and Environmental Protection Cabinet 691 Teton Trail Frankfort, Kentucky 40601	(502) 564-7192 FAX (502) 564-7484
Governor's Office of Coal and Energy Policy Spindletop Research Park Ironworks Pike Lexington, Kentucky 40501	(606) 252-5535 FAX (606) 255-4457
Kentucky Petroleum Marketers Association 622 Shelby St. Frankfort, Kentucky 40601	(502) 875-3758 FAX (502) 875-4515
Kentucky Propane Gas Association Kings Daughters Drive Frankfort, Kentucky 40601	(502) 875-2686 FAX (502) 227-7004

# APPENDIX P-2

## SUMMARY OF MOTOR FUEL CONTROL AND DISTRIBUTION OPTIONS

ALTERNATIVE	CONCEPT	PRINCIPAL ADVANTAGES	PRINCIPAL DISADVANTAGES	SUMMARY
FUEL RATIONING	Control fuel sales at retail level through a variety of strategies:	Permits selective control & conservation of fuel supply; coupons serve as sales record & may substitute for payment in case of critical workers.	Administrative headaches	Strict rationing may be necessary if autos are not impounded. Such controls will almost certainly be needed following an attack, however.
	• Coupons	• Sales to cars with odd (even) license plates are permitted only on odd-(even)-numbered days; unrestricted purchases permitted in risk area on third day of evacuation.	Might be perceived as inequitable; could limit draining of risk area gas inventories over three-day period.	Possibly useful as a means of spreading departure times, if carefully coordinated with other scheduling techniques
	• Odd/Even	• No single purchase shall exceed a pre-specified amount (for instance, 10 gallons)	Prevents draining of risk area inventories	Possibly useful in host area; should not be applied in risk area.
	• Purchase Limits	• Purchases permitted only if gas in tank is below a pre-specified level (i.e., half full).	Potentially frustrating if limit is low; ineffectual if limit is set high.	Of limited importance; if used, different limits should be established in host & risk areas (i.e., half tank in host area, 3/4 tank in risk area).
	• Minimum Sales Levels			
DISTRIBUTION SYSTEM ADJUSTMENTS	Redirect fuel supplies to host area bulk storage facilities & gasoline stations	Gets fuel where needed with minimum disruption of existing network; minimizes vulnerability of secondary inventories.	Increased risk area exposure for distributors.	Redirection of supplies in secondary distribution must be accomplished. The exact means will depend on state, regional & local circumstances.
	• Redirect Flow From Risk to Host Area Terminals & Stations	• Intercept pipeline flows before risk area terminals are reached.	Disrupts normal flow patterns.	
	• Bypass Risk Area Terminals			

ALTERNATIVE	CONCEPT	PRINCIPAL ADVANTAGES	PRINCIPAL DISADVANTAGES	SUMMARY
<u>PRODUCT INTEGRATION</u>  <ul style="list-style-type: none"> <li>Permit inter-company transfers</li> <li>Eliminate Product Distinctions</li> <li>Eliminate Restrictions on Use of Leaded Gasoline</li> </ul>	<p>Speed distribution &amp; simplify redirection procedures by permitting commingling of product:</p> <ul style="list-style-type: none"> <li>Drop brand distinctions &amp; allow retail stations to accept deliveries from any producer.</li> <li>Drop product separation &amp; permit intermingling of regular, unleaded &amp; premium products.</li> <li>Allow leaded gas to be used in all autos.</li> </ul>	<p>Increases flexibility in developing reallocation schemes.</p> <p>Simplifies and speeds distribution somewhat.</p> <p>Ensures that late-model cars will be able to refuel along evacuation route.</p>	<p>Potential abuse; possible regulatory limitations; additional administrative headaches.</p> <p>Reduced engine performance.</p> <p>If permitted over extended period, damage to catalytic converter will result.</p>	<p>Should be encouraged where consistent with state-level redistribution plans. Any regulatory bars to this practice should be lifted, but most firms prefer to maintain integrity of their systems and this should not greatly inhibit flow.</p> <p>Probably unnecessary; permit only if distribution system bottlenecks develop.</p> <p>Permit during three-day relocation period.</p>
<u>CONSERVATION MEASURES</u>  <ul style="list-style-type: none"> <li>Limit Use of Relocated Vehicles</li> <li>Use Buses Whenever Possible</li> </ul>	<p>Introduce various fuel conservation measures:</p> <ul style="list-style-type: none"> <li>Impound risk area autos once host area is reached or institute temporary pass system.</li> <li>Use buses extensively in critical worker commute &amp; host area transportation.</li> </ul>	<p>Significant fuel conservation potential; simplifies security procedures.</p> <p>Fuel conservation.</p>	<p>Perceived infringement of personal liberties.</p> <p>Worker commute will require additional organization and scheduling.</p>	<p>Has been recommended for public safety purposes &amp; should also result in significant fuel savings.</p> <p>Use buses whenever possible, both in commuting critical workers &amp; in providing host area transportation.</p>

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