

ANNEX Y
NUCLEAR/CONVENTIONAL WAR

I. SITUATIONS AND ASSUMPTIONS

- A. The history of the world today is that one or more wars, of various degrees of severity, are being fought in different locations on this planet simultaneously.
- B. Wars may be a fight between two countries or a conflict between alliances of countries. A war can also occur between internal factions of a single country.
- C. Wars may be fought using one of more of the following means: Propaganda, subversion, terrorism, economics, or conventional weapons. Also possible is the use of nuclear weapons, or chemical and biological agents.
- D. Warfare in which the U.S. is not directly or indirectly involved may have an environmental or economic impact on our country.
- E. Warfare in which the U.S. is directly involved will have varying degrees of environmental and/or economic impact on our country depending on the intensity and/or location of the conflict. Such impact may include a large loss of the civilian population due to direct or indirect effects of weapons. The total destruction of a significant part of our economic framework is also possible.
- F. The civilian population of Kentucky expects the government to protect them to the best of its ability from the harmful effects of war, i.e.: The protection of life and property.
- G. The military, during a major declared wartime, will expect full cooperation from state and local governments to provide personnel and materials to quickly end the war.

II. MISSION

The mission of the Commonwealth is to protect the lives and property of its citizens and support the nation in its military effort during time of war.

III. DIRECTION AND CONTROL

KyDES, at direction of the Governor, will coordinate all state, local and private organizations engaged in the United States war effort or in the United States effort to contain the effects of a third party war on our country. This may include increased production, alleviation of man power shortages, protection of life and mitigation of property loss and rationing.

IV. CONCEPT OF OPERATIONS

A. Operations and missions under this plan will be carried out during three distinct time phases: Preparedness, Response and Recovery.

1. The Preparedness Phase covers normal readiness during peacetime.
2. The Response Phase is divided into two periods: Increased Readiness, and War Time.
 - a. The Increased Readiness Period includes a time of alert during periods of international tension and crisis, and may include mobilization of emergency services upon advice from FEMA that a war is imminent.
 - b. The War Time Period begins only when war has been declared by Congress or a direct attack has been made on the U.S. before Congress has acted. During this period state government will endeavor to carry out the provisions of war time directives issued by the federal government.
3. During the Recovery Phase, the state will carry out programs to mitigate suffering and lost property by the citizens of the Commonwealth.

B. Operational Phases

1. Preparedness Phase
 - a. Develop systems to support these functions: economic, medical, warning, sheltering, evacuation, transportation, radiological protection, public awareness, and other functions as needed.
 - b. Recruit and train personnel needed to implement this annex.
 - c. Ensure all personnel concerned are familiar with their responsibilities.
 - d. Take part in tests and exercises as requested by federal authority.
2. Response Phase
 - a. Increased Readiness Period
 - 1) Complete all steps set forth in Preparedness Phase.

- 2) Carry out directives, regulations and laws originating from the Federal government to insure the safety of the country.

b. War Time Period

- 1) Undertake the necessary actions to insure the survival of the Commonwealth and its citizens.

3. Recovery Phase

- a) Undertake the necessary actions to mitigate suffering and loss and return to a peace time economy.
- b) Insure an after action document is prepared.

V. ADMINISTRATIVE SUPPORT

- A. Administrative support will be provided by the various state agencies.
- B. Augmentation and training of emergency organization will be carried out as set forth in CPG 1-7 "Guide for Increasing Local Government Civil Defense Readiness During Period of International Crisis."

VI. APPENDICES

Y-1 Nuclear War

Y-2 Conventional War

APPENDIX Y-1
NUCLEAR WAR

I. SITUATION AND ASSUMPTION

- A. A strategic nuclear attack on the United States would most likely be preceded by a period of high international tension and crisis. Sufficient time would therefore be available for protective actions to be taken. This includes the temporary relocation of residents of high risk target areas to areas of lower risk. This strategic protection is outlined in this Appendix.
- B. A tactical attack on the United States might not be preceded by a period of high international tension and crisis or the U.S. may be subjected to nuclear fallout from weapons not directed against the U.S. Sufficient time for evacuation might not be available or an evacuation might be judged unnecessary. This protection is provided in the In-Place Shelter Utilization Plan.
- C. The potential adversaries capable of initiating a nuclear attack against the U.S. have well-established plans to relocate residents of their major cities or to shelter them in place during an international crisis. These relocation plans anticipate relocation of their urban population over a 3-day period. The U.S. plan calls for the relocation of its population in 3 days.
- D. Whether evacuation is ordered or not, fallout protection must be provided for resident population, the stay behind population, key workers and the evacuated population. Such fallout shelters will be a combination of NSS shelters, upgradable shelter and family shelters.
- E. Blast shelters for the protection of essential workers remaining behind in the risk area will have to be developed.
- F. There are approximately 1.6 million persons at risk in Kentucky to potential nuclear attack, as set forth in the FEMA publication "Nuclear Attack Planning Basis 1990", that will require relocation to host areas. The risk areas are: Fulton County, Ballard/McCracken, Union/Henderson, Daviess/Hancock, FT. Campbell, Paradise Power Plant, FT. Knox/Louisville, Trimble/Gallatin, Frankfort, Northern Kentucky, Fayette/Madison, Mason/Lewis, and Boyd/Lawrence. Identification of risk and host areas in the Commonwealth and their evacuation routes are provided in the Tabs to this Appendix.
- G. Kentucky's counties are divided into three categories

for implementation of this Appendix - Risk, Risk/Host, and Host.

1. Risk County - High possibility of being a target area.
 2. Risk/Host County - Part of the county has a high possibility of being a target area. The county will host some or all of its evacuated population.
 3. Host County - Act as a reception county for persons evacuated from a risk area.
 4. Reserve Host County - Act as a host county if so directed by the state due to an foreseen situation.
- H. Maintaining the supply of food, fuel, and other essentials to support the state's population will be coordinated by the Commonwealth of Kentucky, using established public and private sources as distributors.
- I. Existing supplies of essential items and equipment will, if time permits, be transported from the risk area's wholesale and retail outlets to host counties after relocation.
- J. Relocateses and In-Place Shelterees will be instructed to bring sufficient bedding, clothes, special medicines, and at least a three-day non-perishable food supply with them.
- K. The implementation of this nuclear war plan can result in either a peaceful resolution of the crisis or a nuclear attack on the United States. Both contingencies are considered in this plan.
- L. Military assistance will most probably not be available. Requests for military assistance from counties must be made by the proper authority through KyDES.
- M. Provisions must be developed for the care and protection of the dependents of essential workers.

II. MISSION

The mission of the Commonwealth of Kentucky is to increase the probability of survival of its residents during a crisis period. This can be accomplished by: providing fallout shelter for all citizens; relocating the risk area population to host counties and assigning them to lodging; providing for the needs of all citizens; maintaining necessary production and service activities in the state; preservation of property; maintaining the national economy; and if an attack occurs, conducting necessary operations to save lives and restore the economy.

III. DIRECTION AND CONTROL

KyDES, at the direction of the Governor or successor, will coordinate all state, local and private organizations' activities during the threat of, the delivery of, and the recovery from a nuclear attack.

IV. CONCEPT OF OPERATIONS

A. Operations and missions under this plan will be carried out during three distinct time phases: Preparedness, Response and Recovery.

1. The Preparedness Phase covers normal readiness during peacetime.

2. The Response Phase is broken down into three periods: Increased Readiness, Relocation and Attack.

a. The Increased Readiness Period includes the time of alert during periods of international tension and crisis, and may include mobilization of emergency services upon advice from FEMA that a crisis relocation order is imminent.

b. The Relocation Period begins when the President requests the Governor to relocate residents of Kentucky. This period includes movement from risk areas into (lower risk) host areas, support and care for the relocatees and residents of host counties, and the maintenance and support of essential industries and governments in the risk area.

c. The Attack Period will begin if an attack warning is issued or if an actual attack occurs. An integral part of this plan should be preparatory measures to minimize loss of life from fallout and from the direct effects of nuclear, biological or conventional weapons should an attack occur. If an attack occurs after relocatees have been received in the host area, the need for fallout shelter will greatly exceed existing shelter capability in all host counties. This will necessitate the development of upgradable and expedient fallout shelters.

3. The Recovery Phase is broken down into two periods: Post Attack and Return.

a. The Post Attack Period commences after it is deemed safe for people to leave the shelters

and undertake missions to save lives and limit property damage.

- b. The Return Period commences upon request of the President to the Governor, to allow the orderly return of the relocatees to their homes and resumption of normal pre-crisis activity in all counties after a period of cleanup and repair if no attack has occurred.

B. Operational Phase

1. Preparedness Phase

- a. Develop supporting systems for warning, sheltering, evacuation, transportation, radiological protection, public awareness, and others systems as needed.
- b. Recruit and train personnel needed to implement this annex.
- c. Ensure all personnel concerned are familiar with their responsibilities.
- d. Take part in tests and exercises as requested by state authority.

2. Response Phase

a. Increased Readiness Period

1) Actions during the Increased Readiness Period will depend on the perceived state of international tension by the Federal or State Government, advice received from FEMA, and identified deficiencies in the ability of the Commonwealth and local government to undertake emergency operations during the Relocation and Attack Periods. Readiness to implement Crisis Relocation and In Place Protection will take precedence during the Increased Readiness Period until advice is received from FEMA that a crisis relocation order will not be executed.

- a)y Complete all steps not yet completed under Preparedness Phase.
- b) Review and update annex.
- c) Alert personnel needed to carry out annex.

- d) Carry out any needed training.
- e) Check to ensure all warning devices are available.
- f) Provide information to the public via radio/TV/newspapers/mail on what individuals in both risk and non-risk areas should do.
- g) Instruct counties to notify congregate care shelter owners, upgradable shelter owners, and fallout shelter owners that the state may need their building for a indefinite period.
- h) Mark unmarked fallout shelters.
- i) Commence upgrading of fallout shelters and provide information on constructing expedient and home fallout shelters.
- j) Begin stockpiling food and medical supplies.
- k) Ensure public transportation vehicles have adequate fuel supplies and are in good working order.

b. Relocation Period

- 1) Commence Operations
- 2) These actions are to be initiated during the Relocation Period. The overall concept of relocation operations are:
 - a) The state has been divided into 13 risk areas with their own host areas.
 - b) The "critical workers" have been assigned congregate care space in the host area. Vehicles carrying these workers and their families will be provided with a distinctive windshield marker both to enable traffic control personnel to route the vehicles to the specific buildings to allow travel back and forth to work. See Appendix J-2

- c) Traffic control stations will be set up by each county on primary routes in the county.
- d) Relocates in congregate care facilities will be assigned a nearby restaurant, school, church, or other suitable facility at which to take meals. Relocates in volunteer dwellings may take meals at such facilities or eat with the host family.
- e) Vehicles belonging to relocates will be parked and locked near the lodging cluster and used only with a pass from the local DES Coordinator for authorized purposes, such as shelter upgrading or other assigned emergency duties. This restriction is necessary to avoid congestion of roads and to conserve fuel. Critical workers and Emergency Operations Center (EOC) Staff who must commute will also be given car passes or be provided with public transit.
- f) In addition to the foregoing, approximately 160,000 people from the risk area will have no private transportation and will arrive in the host county via public transportation. After registration, these relocates will have to be transported to their assigned congregate care facility by the host county.
- g) Commuting of essential workers to the risk area will originate from a designated location in the host county using buses or carpooling. Residents of host counties that work for critical businesses and industries in the risk area will be urged to report to their normal place of employment using the same transportation system developed for the relocated critical workers.
- h) Food and other essential supplies for the daily needs of both resident and relocated populations will

be delivered to normal retail outlets in host counties under the general direction of the State EOC. These supplies will be rationed to householders and mass feeding centers by the county based on State or Federal guidelines issued from Frankfort. Additional supplies arriving in the county will be delivered to a facility predesignated by the county for receipt purposes before distribution to the retail outlets, mass feeding establishments, and residents of the county.

- i) Persons refusing to evacuate, if they are physically able, will only be provided food in exchange for services needed in the risk area.
- j) Inspect and stock identified fallout shelters, upgradable fallout shelter, provide instruction on family shelters, conduct training of fallout shelter monitors, and train shelter managers.
- k) Put into effect Annex I, Radiological Protection.

c. Attack Period

- 1) Should a nuclear attack occur before, during, or after crisis relocation, it will most likely be preceded by an attack warning being received in the State EOC.
- 2) Upon receipt of the attack warning, the KyDES Telecommunications Manager will sound the attack warning to all State Police Posts for dissemination to the counties, and insure its broadcast to the public by radio and TV. (See Annex C, Warning, for details.)
- 3) If attack warning is received after the relocatees arrive in the host county from the risk area, provisions of the local Shelter Utilization Plan, will be put into effect.
- 4) If the attack warning is received before crisis relocation is ordered all

counties will put into effect their In Place Protection Plan.

- 5) During this period all activities will be confined to within the fallout shelter unless otherwise advised by the EOC.
- 6) Upon advice from FEMA that the danger of further attack is over, and radiological conditions permit, all surviving emergency organizations located in the state will move into the damaged area to control fires, conduct search and rescue operations, and render medical aid.

3. Recovery Phase

a) Post Attack Phase

- 1) This phase will include actions to save lives, minimize property damage, restore the economy, and a continuation of the war effort.
- 2) During this period, relocation of the risk area, if already ordered, may or may not continue. If risk areas were not evacuated before the attack, this may now be ordered.

b) Return Period

- 1) Revert to Preparedness Phase of Increased Readiness Period or continue Recovery Phase as per advice from FEMA.
- 2) If no nuclear attack has taken place or the evacuated risk area was not attacked the following will be undertaken.
 - a) Upon advice that an order to return the relocatees to their homes may be forthcoming, prepare to discontinue operations.
 - b) Upon the return of relocatees home, survey organization for cost of preparing for, conducting and returning to normal operations.
 - c) As host counties are vacated, local DES officials and building owners or representatives will inspect all premises used for lodging relocatees to record damage and

cleanup requirements to return the facilities to their original conditions. A report on this inspection will be made to KyDES within three days after return home of evacuees.

- 3) If an attack has taken place on the risk area the following will take place.
 - a) Upon advice it is safe to enter the damaged area, commence recovery operations.
 - b) Prepare plans for more equal distribution of survivors.
 - c) Continue operations to support survivors.
 - d) Undertake operations to restore the nations economy.

C. Nuclear War Guidance Publications

1. The Effects of Nuclear Weapons - FEMA
2. FEMA Attack Environment Manual - CPG 2-1A1 to CPG 2-1A9
3. Industry/Business Emergency Planning - CPG-2-3
4. Radiological Defense Preparedness - CPG 2-6.1
5. Guide for Crisis Relocation Contingency Planning CPG 2-8A
6. The Nuclear Crisis of 1979 - CPG 2-8.5
7. Protection in the Nuclear Age - H-20
8. Local Government Emergency Planning - CPG 1-8
9. Recovery from Nuclear Attack - FEMA 160

V. ADMINISTRATIVE SUPPORT

- A. Administrative support will be provided by the various state agencies.
- B. Augmentation and training of emergency organizations will be carried out as set forth in CPG 1-7 - "Guide for Increasing Local Government Civil Defense Readiness During Period of International Crisis."

VI. TABS

Y-1-1	Nuclear Crisis Relocation Plan
Y-1-2	Fallout Shelter Utilization Plan
Y-1-3	Glossary

TAB Y-1-1
NUCLEAR CRISIS RELOCATION

I. SITUATION AND ASSUMPTION

- A. With sufficient warning time, relocation is the best protection against nuclear weapons effects. Relocation is the organized, timed and supervised movement of citizens from potential target areas to non-potential target areas.
- B. Relocation may be of five types:
 - 1. Strategic. - During a period of international tension, preceding an actual attack warning, it may be desirable to relocate the population of certain risk areas.
 - 2. Tactical. - After warning that an attack is probable, some or all risk areas are relocated.
 - 3. Remedial. - Following an attack, all persons not needed for emergency services are relocated from the target area.
 - 4. Assisted. - In advance of an attack warning, authorities may decide to encourage and assist the voluntary movement of certain segments of the population out of the risk area.
 - 5. Spontaneous. - Some parts of the population may feel it necessary, for self preservation, to remove themselves as rapidly as possible from any area they consider dangerous. This movement might be unorganized, and if not immediately supervised and directed could lead to panic conditions. Plans for assisted or directed movements should be adapted to control such a spontaneous movement.
- C. Kentucky's Nuclear Crisis Relocation Plan necessitates the redirection of the normal supply channels for food, fuel and other essential goods and services to host counties from risk counties when relocation occurs. Details on the redirection of supplies from the risk areas to the host areas to the host areas are supplied in Annexes M, O, and S.
- D. Certain critical governmental, commercial and industrial organizations must continue to operate in the risk area after the evacuation is ordered. Either to preserve the integrity of the area, maintain the national economy, or to assist in providing essential goods and services to the host areas. Employees and dependents of these services will, where possible, be relocated to specific congregate care facilities in the host area.

- E. Although the "host area survey" has identified enough spaces for the relocatees, host county residents will be asked to volunteer to take relocatees into their homes, thereby easing the housing, feeding and fallout shelter requirements in the host county.
- F. After relocation is accomplished, there will be no requirements for goods or services anywhere in the risk area except as necessary to protect property, support identified critical industries, businesses and governmental organizations remaining in the risk area along with that percentage of the population that refuses to evacuate or is unable to evacuate.
- G. Return of the relocated population to their homes following the crisis relocation will occur only at the direction of the Governor of Kentucky, at the request of the President of the United States. The State of Kentucky will advise local authorities of the order to return the relocated population to their homes at least six hours prior to the actual public order from the Governor.

II. MISSION

To relocate the population of all areas considered probable targets to areas of low probable attack.

III. DIRECTION AND CONTROL

- A. The decision to relocate a part or all of the population from a risk area rests with the Governor. Such a relocation can be ordered by the Governor based on the advice of the President or the Governor's own view of the situation.
- B. When deemed necessary, the Governor can direct and compel the relocation from any risk area within the state. (KRS 29.400).

IV. CONCEPT OF OPERATION

- A. The general operational concept of this plan is:
 - 1. That under conditions of strategic or tactical warning a portion or all of the risk counties may be ordered to relocate.
 - 2. That under conditions of insufficient warning time or actual attack, which would interrupt relocation, the people will be urged to take refuge in any available fallout shelter.

3. That if there was insufficient time to relocate the risk area before the attack, a post-attack survey will be made to determine if a second strike is likely or if there are other reasons the population should be relocated. Reasons for relocating may include removal of personnel not needed for recovery operations due to the possibility of a second strike, the inability to render services, or contamination.
4. That under conditions of high radiological fallout or unexpected nuclear attack on a host area, relocation may be necessary from a designated host county to another host county.
5. That after the resolving of a nuclear crisis or an actual attack there is need for guidance so that the relocated population might return to their homes in an orderly manner and that post attack recovery operations can be expedited.

B. Implementation

1. State Government

Follow operational readiness procedures of Appendix Y-1 Section IV, Concept of Operations.

2. Risk County

- a. Implement local relocation plan in compliance with State Plan;
- b. Local plans will include but not be limited to:
 - 1) Designation of relocation routes;
 - 2) Establishment of command, control and communication system;
 - 3) Provide public information on routes, supplies, and other necessary information (1 week supply of food, medicine, clothing, blankets, etc.);
 - 4) Maintaining coordination of risk and host county resources;
 - 5) Establishment of a public relocation transportation system;
 - 6) Designating and activating traffic control forces;

- 7) Provisions for risk area security;
- 8) Provide traffic control along relocation routes;
- 9) Provide support to critical industry and governmental services;
- 10) Establish policies for relocation of ill, infirm, or prisoners.

3. Risk/Host County

- a. Follow procedures outlined for Risk County and also Host County in this section.

4. Host County

- a. Implement local reception plan in compliance with State Plan.
- b. Local plans will include but not be limited to:
 - 1) Designated and staffing of reception points and centers;
 - 2) Coordination of relocation routes with risk county and other host counties;
 - 3) Preparation of Congregate Care Facilities;
 - 4) Insurance of adequate food, water, medical supplies and sanitation service;
 - 5) Provision for shelter managers;
 - 6) Instructions for upgrading fallout protection.

5. Reserve Host County

- a. Be prepared to carry out procedures for Host Counties outlined in this section.

C. CRP Guidance Publications

- 1. Guide for Crisis Relocation Contingency Planning - CPG 2-8A to CPG 2-8F
- 2. Food System Support of the Relocation - CPG 2-8.1 to CPG 2-8.2
- 3. Reception/Care Planning for CRP - CPG 2-8.3 and CPG 2-8.14.

4. Management of Medical Problems - CPG 2-8.6

5. Organizational Relocation - RS 2-8-32

V. ADMINISTRATIVE SUPPORT

A. Administrative support will be provided by the various state agencies.

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

VI. TABLES AND MAPS

Tables Y-1-1-1	Risk Conglomerates with Host Counties
Map Y-1-1-2	Risk Areas
Map Y-1-1-3	Risk and Hosting Areas
Map Y-1-1-4	Relocation Routes