

# 2

## Situation and Planning Assumptions

*This section of the EOP builds on the scope of discussion in Section 1 by profiling the County's risk environment, identifying specific planning considerations, and describing the predicate assumptions underlying this plan. This section ensures that, while taking an all-hazards approach to emergency management, the plan is tailored to the unique risks faced by the County.*

### 2.1 Situation

Clackamas County is exposed to many hazards that have the potential to disrupt the community, cause damage, and create casualties. Natural hazards to which the County may be exposed include droughts, floods, wildfires, winter storms, heatwaves, earthquakes, and volcanoes. The threat of technological and human-caused chemical, biological, radiological, nuclear, or explosive incidents is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

#### 2.1.1 Community Profile

Clackamas County is one of the most rapidly growing counties in the state with an estimated population of more than 375,000 (2010 Census). It is the third most populous county in Oregon, trailing only Multnomah and Washington Counties, both of which border Clackamas County.

The County encompasses an area of 1,879 square miles, with one-eighth of the land area incorporated and the remainder unincorporated or publicly owned. Elevations range from a low of 55 feet on the shores of the Willamette River in Oregon City to a high of 11,235 feet at the peak of Mt. Hood. Major rivers include the Willamette, Clackamas, and Sandy.

Approximately one-half of the County's population lives in unincorporated areas, with the other half residing in the 15 incorporated communities of Barlow, Canby, Estacada, Gladstone, Happy Valley, Johnson City, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, Tualatin, West Linn, and Wilsonville.

An extensive transportation network links the County to the Portland metropolitan area and the greater Pacific Northwest. The County's 1,436-mile road system includes 276 urban road miles, 1,160 rural road miles, and 158 bridges. The County is bisected north to south by Interstate 205, while U. S. Highway 26 is the major east-west route. Interstate 5 passes through the western edge of the County, and a railroad line travels north and south, carrying both passengers and freight. Urban Clackamas County is served by a regional transit system (Tri-Met) and various city contracted bus systems.

Clackamas County is governed by the BCC, composed of five commissioners elected to four year terms. The County Administrator is the chief administrative officer of the County and reports directly to the BCC. Thirteen departments are headed by appointed officials

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administratively aligned under the Administrator, with six other departments headed by elected officials (Assessor, Clerk, District Attorney, Justice of the Peace, Sheriff, and Treasurer). Most County government offices are located in the Red Soils complex on Beavercreek Road in the County seat of Oregon City.

The Clackamas County Sheriff's Office (CCSO) is the lead law enforcement agency in the County and provides contract services for the cities of Happy Valley and Wilsonville. The following cities have their own municipal police departments: Canby, Gladstone, Lake Oswego, Milwaukie, Molalla, Oregon City, Sandy, and West Linn. Estacada contracts with Sandy for law enforcement services.

The Clackamas County Fire Defense Board is composed of 11 fire districts and two fire departments that serve the County, providing firefighting, emergency medical services (EMS), search and rescue and fire prevention services. The fire districts are Aurora, Canby, Clackamas Fire District #1, Colton, Estacada, Hoodland, Molalla, Monitor, Sandy, Silverton, and Tualatin Valley Fire & Rescue, with the cities of Gladstone and Lake Oswego served by city fire departments.

Ambulance transport services for most of the County are provided by American Medical Response by contract with the County. Canby Fire District and Molalla Fire District provide ambulance services in the two remaining Ambulance Service Areas.

Clackamas County Communications (C-COM) serves as the primary Public Safety Answering Point for the County and works closely with Lake Oswego Communications (LOCOM) and Washington County Consolidated Communications Agency (WCCCA) to dispatch responders to incidents in Clackamas County.

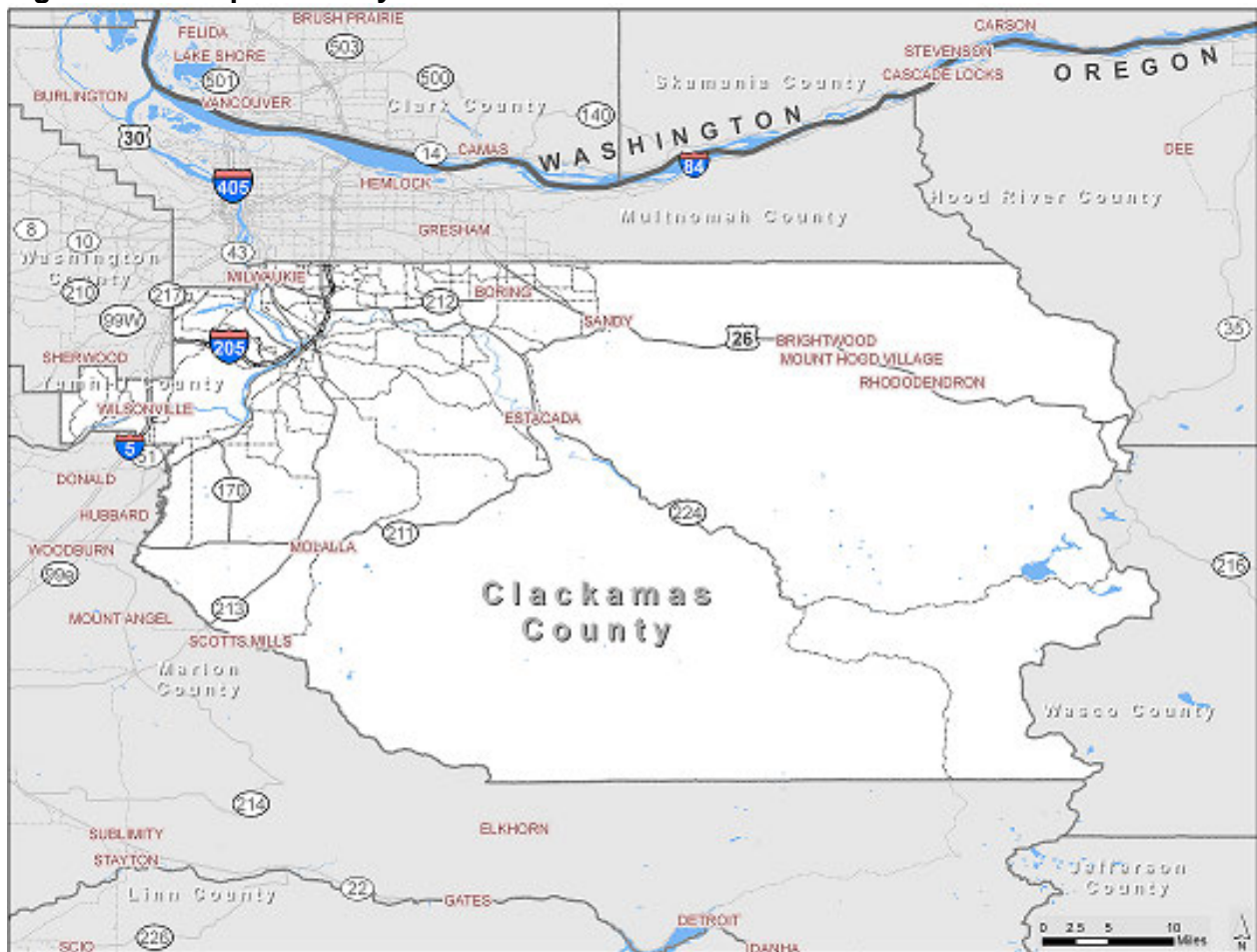
### 2.1.1.6 Community Events

Routine and recurrent events may warrant the implementation of the EOP. In addition, these events, which bring large groups of people together, have the potential to coincide with natural hazards. The County events outlined in Table 2-1 may require considerations in pre-planning for an emergency.

Table 2-1 Community Events		
Event Name	Date	Description
County Fair and Rodeo	August	Fair and rodeo, also includes a parade.
Molalla Buckaroo	July	Rodeo

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Figure 2-1 Map of County



### 2.1.2 Threat/Hazard Identification and Core Capabilities Assessment

The County participates in the annual five-county Portland Urban Area THIRA update, which helps develop a shared understanding of risks, sets regional performance outcomes and targets, and identifies resource requirements aligned with the National Preparedness Goal's 32 Core Capabilities, as outlined in Figure 2-2.

Table 2-2 lists the threats and hazards facing the County:

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Table 2-2 Threats and Hazards Facing the County		
Natural	Technological	Human-Caused
<ul style="list-style-type: none"> <li>• Earthquake</li> <li>• Animal Disease</li> <li>• Drought</li> <li>• Flood</li> <li>• Invasive Species</li> <li>• Pandemic – Human</li> <li>• Severe Storm/High Winds</li> <li>• Sinkhole/Landslide/ Expansive Soils</li> <li>• Tornado</li> <li>• Tsunami</li> <li>• Volcanic Eruption</li> <li>• Wildfire</li> <li>• Winter Storm/Ice Storm</li> </ul>	<ul style="list-style-type: none"> <li>• Dam Failure</li> <li>• Levee Failure</li> <li>• Fuel Shortage</li> <li>• Hazmat Release – Chemical</li> <li>• Hazmat Release – Radiological</li> <li>• Transportation Accident (major regional impact, e.g., airport or highway damaged)</li> <li>• Urban Conflagration</li> <li>• Utility Interruption</li> <li>• Water Contamination</li> </ul>	<ul style="list-style-type: none"> <li>• Explosive Devices (Multiple Improvised Explosive Device Attack)</li> <li>• Cyber Attack</li> <li>• Active Shooter</li> <li>• Biological Attack</li> <li>• Civil Disturbance</li> <li>• Food/Water Contamination</li> </ul>

For more information see the County Natural Hazard Mitigation Plan and 2015 Portland Urban-Area THIRA (<https://www.portlandoregon.gov/rdpo/article/562091>)

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The graphic below shows the 32 Core Capabilities as outlined by the National Preparedness Goal:

**Figure 2-2 Core Capabilities List**

PREVENTION		PROTECTION	MITIGATION	RESPONSE	RECOVERY
Planning					
Public Information and Warning					
Operational Coordination					
Intelligence and Information Sharing		Community Resilience	Infrastructure Systems		
Interdiction and Disruption		Long-Term Vulnerability Reduction	Critical Transportation	Economic Recovery	
Screening, Search and Detection		Risk and Disaster Resilience Assessment	Environmental Response/Health and Safety	Health and Social Services	
Forensics and Attribution	Access Control and Identity Verification	Threats and Hazard Identification	Fatality Management Services	Housing	
	Cybersecurity		Fire Management and Suppression	Infrastructure Systems	
	Physical Protective Measures		Mass Care Services	Natural and Cultural Resources	
	Risk Management for Protection Programs and Activities		Mass Search and Rescue Operations		
	Supply Chain Integrity and Security		On-Scene Security and Protection		
			Operational Communications		
			Public Health, Healthcare, and Emergency Medical Services		
			Situational Assessment		

### 2.1.5 Protection of Critical Infrastructure and Key Resources

Critical Infrastructure and Key Resources (CIKR) support the delivery of critical and essential services that help ensure the security, health, and economic vitality of the County. CIKR includes the assets, systems, networks, and functions that provide vital services to cities, states, regions, and, sometimes, the nation, disruption to which could significantly impact vital services, produce cascading effects, and result in large-scale human suffering, property destruction, economic loss, and damage to public confidence and morale.

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Key facilities that should be considered in infrastructure protection planning include:

- Structures or facilities that produce, use, or store highly volatile, flammable, explosive, toxic, and/or water-reactive materials.
- Government facilities, such as departments, agencies, and administrative offices.
- Hospitals, nursing homes, and housing likely to contain occupants who may not be sufficiently mobile to avoid death or injury during a hazard event.
- Police stations, fire stations, vehicle and equipment storage facilities, and EOCs that are needed for disaster response before, during, and after hazard events.
- Public and private utilities and infrastructure that are vital to maintaining or restoring normal services to areas damaged by hazard events
- Communications and cyber systems, assets, and networks such as secure County servers and fiber optic communications lines.

### 2.2 Assumptions

This EOP is based on the following assumptions and limitations:

- Essential County services will be maintained as long as conditions permit.
- A major emergency or disaster will require prompt and effective response and recovery operations by County emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol.
- Each responding County agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and federal assistance.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during a major emergency or disaster.
- All or part of the County may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security provides information about terrorist threats across the United States and identifies possible targets.
- A terrorist-related incident or attack may occur without warning. If such an attack occurs, the County could be subject to radioactive fallout or other hazard related to weapons of mass destruction. In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter-in-place programs.

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- Outside assistance will be available in most major emergency/disaster situations that affect the County. Although this plan defines procedures for coordinating such assistance, it is essential for the County to be prepared to carry out disaster response and short-term actions on an independent basis.
- Control over County resources will remain at the County level even though the Governor has the legal authority to assume control in a State-declared emergency.
- County communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the County can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
  - Familiar with established policies and procedures
  - Assigned pre-designated tasks
  - Provided with assembly instructions
  - Formally trained in the duties, roles, and responsibilities required of them during emergency operations.
- County COOP plans provide the framework and necessary information, resources, and tools to enable County departments to continue to function despite disruptions to normal operations.

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