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*Date: July 12, 1999*

*Subject: 1999 Rainbow Family Gathering - Allegheny National Forest*

*To: John Palmer, Allegheny National Forest Supervisor*

*Attached is the final report summarizing the incident management activities that took place during the 1999 Rainbow Family Gathering on the Allegheny National Forest during June and July, 1999.*

*If you have any questions, please call me at (406) 329-3114. On behalf of the National Incident Management Team, thank you for all the support you and the Allegheny National Forest personnel provided during this incident. We enjoyed working with you.*

*Sincerely,*

  
  
*Incident Commander  
National Incident Team*

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# **1999 NATIONAL RAINBOW FAMILY GATHERING**

## **EXECUTIVE SUMMARY**

### **JULY 12, 1999**

The 1999 National Rainbow Family Gathering was held at the Bear Creek area on the Marienville Ranger District of the Allegheny National Forest, Elk County, in northeastern Pennsylvania. The exact site was six air miles west of the community of Ridgway, Pennsylvania. The Incident was managed by the National Incident Management Team from an Incident Command Post at the Sheffield Work Center in Sheffield, Pennsylvania. The Work Center is located midway between the most affected community of Ridgway and the Allegheny National Forest Supervisor's Office in Warren, Pennsylvania.

The National Incident Management Team was formed in late 1997. The Team consists of seven core members structured after a Incident Command System "short" team. The 1999 Rainbow Family National Gathering was the team's second formal assignment as the agency's response to large group events with social issues that differ from wildland fires incidents.

The Rainbow Family had indicated their choice of Pennsylvania late in the summer of 1998. This information was posted on their "unofficial" web page and provided through telephone hotlines in a variety of states. The exact location of the Gathering site was not posted on their web page until about June 14, 1999.

The Rainbow Family held its Spring Council over Memorial Day weekend in the Queen's Creek area northwest of Warren. The specific site for the National Gathering is traditionally selected during Spring Council. Historically, gathering sites are forested, high altitude areas with large, open meadows, but the Allegheny National Forest had few spots with these characteristics. The Team moved to the Sheffield Work Center as members of the Family began to move toward the Bear Creek area.

The Law Enforcement and Information branch of the Team accomplished extensive pre-work beginning in November of 1998 in a meeting with Allegheny Forest leadership, and Pennsylvania law enforcement officials on Federal, State, county, and local levels. Team members also briefed the Northeastern Regional Forester and staff, and representatives from congressional and gubernatorial offices in March of 1999. Through this extensive pre-work, cooperative relationships formed early and led to successful interagency partnerships to manage the effects of the gathering in the various jurisdictions affected by the incident.

Existing contacts and networks developed by the Forest Service were utilized to inform the public in Pennsylvania. Local relationships built by the Allegheny National Forest Supervisor, the Public Affairs Officer and the Marienville District Ranger facilitated introductions and meetings, and the Team's Information office provide daily updates to keep the closest affected residents informed of the expectations for social and resource impacts resulting from the incident. Congressional, media and public interest in the event was high. Pennsylvania State Police held public meetings in Warren, Ridgway, Johnsonburg and Lake City and invited Incident Team members to share information at these meetings.

Marienville Ranger District and Allegheny National Forest Supervisor's Office resource personnel documented pre-gathering conditions at the site, monitored the resource damage during the event, and developed a rehabilitation plan to restore the area. Impacts included soil compaction in forested and meadow areas from heavy use on existing and new trails and thousands of dispersed camping sites in the area, constructing slit trench latrines and road and riparian degradation. In addition, historic sites in the gathering area were damaged.

Water became a serious issue again during this gathering, but unlike the theft of water from privately held springs by 1998 gathering attendees, health was the biggest concern at the 1999 Bear Creek site. Four of the springs used for drinking and cooking water tested high for total bacteria including fecal coliform and two tested high for E. coli bacteria. A piping system diverted water to various collection points. The Rainbow Family attempted to warn others of the unsafe water, but family members were seen drinking directly from the springs.

Several attempts to convince Rainbow Family members to apply for the Noncommercial Large Group Use Permit were unsuccessful. On July 2, 1999, two people were cited for unauthorized use of National Forest System lands. Another was cited July 5, 1999. At the initial appearance on July 8, 1999, before the Federal Magistrate in Erie, Pennsylvania, all three pled not guilty and requested a trial before the Federal Magistrate.

The climax of the gathering was July 4, 1998, with approximately 19,000 attendees. By July 5th, many had left the area. Northwestern Pennsylvania experience three days of very hot, humid weather that gripped the entire northeastern United States. As the heat wave broke, severe thunderstorms with heavy rain pummeled the gathering site. One gathering attendee was hit by lightning on July 8. July 9 and 10, 1999, brought more severe thunderstorms and tornado warnings. The intense rain made the main trails and the main meadow muddy and slippery.

As rain and cooler temperatures persisted, most gathering participants were gone by July 11. The Incident Team returned active management of the incident back to the Allegheny National Forest on July 12, 1999.

## NATIONAL INCIDENT TEAM MANAGEMENT INFORMATION

### Rainbow Family Background

Since 1972, the Rainbow Family of Living Light has held national and regional gatherings on National Forest System lands. The climax of the national gathering is a day of honoring Mother Earth and praying for world peace. According to the Rainbows, the first attendees were Vietnam veterans who had a difficult time reentering mainstream society because of their war experiences and people who were part of the 1960's hippie and environmental movements. Early gatherings were much smaller; an estimate from the 1986 gathering at Queen's Creek/Heart's Content near Warren, Pennsylvania, was 5000 attendees.

In the Rainbow philosophy, "everyone is a Rainbow, some just don't know it yet" and "anyone with a bellybutton can be a Rainbow". They are of all ages from all parts of society. The Rainbows espouse and teach their concept of Constitutional rights. It is anti-authoritarian and conflicts with the requirement to obtain a permit for a large gathering on public lands and enforcement of Federal, State and local laws. The Rainbows also call their selected national gathering site their church and resent law enforcement presence in the area.

Core Rainbow Family members state they are bound together by their common belief and desire for peace, love and respect for planet Earth and all its inhabitants. This collection of core members reflect a great deal of diversity. Some are regularly a part of mainstream society and some still live the hippie life-style. Some are college or graduate level educated with professional or technical skills, some are high school dropouts who only work sporadically and some are chronically homeless.

The Rainbow Family states they have no formal charter or organization and that all Rainbows are equal and no one speaks for the entire family. Rainbow family decisions are made at council meetings which occur throughout the year at regional and national gatherings. Family issues, decisions and actions are discussed at councils with decisions made only if consensus is reached among those attending council. Even with a decision, no Rainbow will sign a written version of the decision such as a rehabilitation plan. Their decisions can change at any time through a council meeting and consensus.

In recent years, however, gathering attendees barely reflect the original founders of 27 years ago. The gatherings appear to have a much younger demographic with the majority of attendees 25 years or younger who come to "party". Some present and former gathering attendees contend the core Rainbow group has lost control of this younger crowd. There was more garbage such as foodstuffs, trash and clothing left behind at the 1999 gathering, ostensibly for the clean up crew of Rainbow Family members to deal with. This seems to support the lack of "pack it out" ethics in these younger attendees. There is more observable conflict as the core Rainbow group tries to influence the behaviors of these younger gathering participants. Some younger people attracted to the gatherings are juvenile runaways.

Recent gatherings are also attracting more of a criminal element. Rainbows claim to love everyone and criminals are in need of healing. As a result, there are no detrimental consequences to criminal activity outside the gathering. Although the Rainbows try to separate physically and philosophically from the use of alcohol, they believe marijuana and mushrooms are healing herbs and the use of hallucinogenic drugs such as LSD, methamphetamine and others is common. The separated alcohol users and abusers present a dangerous and erratic presence to the gatherings. Rainbow Family members are approaching Law Enforcement Officers more frequently with complaints about "A-Camp", but seem unwilling to approach the alcohol users themselves.

Significant criminal activity which has occurred at past gatherings includes homicides, sexual assault, theft, stolen vehicles and the distribution and use of controlled substances. Ironically, the Rainbows attempt to self police using a group called the Shanti Sena (peace keepers), but they become ineffective as the gathering swells in number. The Shanti Sena has turned individuals over to authorities in past gatherings, but they selectively enforce rules and laws according to the general beliefs of the Rainbows. In 1999, two fugitives from other states were recovered with no involvement by the Shanti Sena.

The resource impacts on National Forest System lands also presents an interesting conflict within Rainbow philosophy. The Rainbows teach respect for Mother Earth and offer low impact information on their web page. However, they welcome all attendees and resource damage grows as the numbers swell. As one Los Angeles Times reporter wrote: "Within the various camps, signs are posted regarding respect for the streams, forest and grasslands. But, these messages are invariably affixed by nails hammered into trees".<sup>1</sup>

Typical Rainbow Family Gathering resource impacts include large areas of soil compaction from thousands of small camps, parking areas and the development of new trails, large fire pits and makeshift structures built for the camps and kitchens, holes dug for slit trench latrines, degradation of the forest roads accessing the gathering, damage to riparian areas and effects to water quality. Since the national Gathering is also held in June and July, fire danger can be an issue at sites in the western United States. Some Rainbows stay behind to help in rehabilitating the site, which generally takes two weeks to a month.

### 1999 Site Selection

During the 1998 national gathering, the Rainbows held a "Vision Council" from July 1 to July 7 and decided that Pennsylvania would be the state for the 1999 national gathering. In early spring 1999, Rainbow scouts were traveling in Pennsylvania and Vermont to search for the specific site. Generally, the site criteria calls for a forested area with a large meadow for their ceremonies and celebrations, accessible water for drinking and cooking, and fairly easy access by road. The Allegheny National Forest does not offer a site with these characteristics.

Traditionally in early June, the Rainbows hold Spring Council where the scouts report of possible sites and a decision is made by consensus on a specific area for the national gathering. Directions to the selected site are posted on the Rainbow web page and recorded onto national phone hotlines. These are usually fairly serious decision making meetings. The 1999 Spring Council was held in the Queen's Creek area of the Allegheny National Forest over the Memorial Day weekend, much earlier than in past years. As the Spring Council broke up, they had not reached a decision on a specific site for the gathering and appeared to be unable to make the consensus process work.

<sup>1/</sup> Rainbow Family Encampment Tests Meaning of 'Public Lands', Los Angeles Times, July 4, 1998.

The Spring Council attendees migrated to the Bear Creek area in early June. Most arrived by June 10, 1999, and were immediately joined by other gathering attendees. From the start, there were complaints from Rainbow Family members about the Bear Creek site. There was a large, marshy area near Bear Creek which ran through the middle of what the Rainbow designated as their main meadow. Vegetation was thick and knee high, with few flat spots for campsites. In addition, the Bear Creek area was inhabited by black bears, and was an important denning site for the eastern timber rattlesnake, a protected species in Pennsylvania. Parking areas were inadequate and the family members were forced to carry supplies about 1 1/2 miles into the main meadow area.

For days, Rainbow family members seemed confused about where the main meadow would be, where they would locate their CALM unit and where they would set up Kiddie Village. This confusion remained through the third week in June, as members discussed moving the main meadow out of the Bear Creek riparian area and some even suggested moving the whole gathering to another location.

## Past Management Approaches

During the 27 years the Rainbow Family has held their national gathering on the national forest, many approaches to management of the impacts have been tested. In 1992, the Grand Mesa, Uncompaghre and Gunnison National Forests identified a strategy they believed was effective and consistent with the previous three gatherings: coordinate with the Rainbow Family to minimize impacts, issue closure orders to meet identified management objectives, work closely with the State and local law enforcement, health and social services agencies.<sup>2</sup> This strategy has been the cornerstone of Rainbow gathering management since 1992.

Some forests have attempted to incorporate this strategy in addition to some "good host" or "customer service" concept that is incompatible with the Rainbows unauthorized use of National Forest System lands and the impacts to the community from a criminal or indigent element. Except for 1997, this service attitude regarding the Rainbow Family's unauthorized gathering and its serious economic, social and resource impacts was quickly dropped.

The permit issue has always been contentious. The Rainbow Family, claiming to have no leaders, has consistently refused to apply for the current Noncommercial Large Group Use Permit claiming that no one speaks for the Rainbow Family and that the permit requirement violates their Constitutional right to assemble. The current permit regulation has been upheld in US District Court in North Carolina, Wisconsin and Missouri, as not impeding the Rainbow Family's First Amendment rights.

The current strategy regarding permit compliance began in 1997. At the 1997 national gathering, five individuals from the Rainbow Family were cited for unauthorized use of National Forest System lands. The charges were later dropped after another person came forward representing the Rainbow Family and submitted a permit application. The permit was subsequently granted by the forest.

The Rainbow Family refused to submit an application for a permit for the 1999 gathering. On July 2, 1999, two individuals were cited for unauthorized use of the National Forest System lands, and another was cited on July 5, 1999. Although some Rainbow Family gathering founders have said they want this issue to go through the federal court system believing they will be upheld on Constitutional grounds, the three defendants pled not guilty but chose to be heard before the Federal Magistrate instead.

Since the Rainbow Family refuses to get a permit and are not physically removed from the site, public perception of management inconsistencies are echoed in the frequent questions such as "why can they get away with not obeying the (permit) law?", "if I had a large group, I know you'd make me get portable toilets", "why did you invite them here" and "why don't you just kick them out of the National Forest?" These are tough questions with no easy answers.

<sup>2</sup> Final Report of the 1992 Rainbow Gathering; Grand Mesa, Uncompaghre and Gunnison National Forest, Overland Reservoir, Colorado.

## Current Management Strategy

### **Creating An Organized Response**

In 1997, the National Leadership Team developed a strategy for managing the gathering and chose three individuals to serve in Incident Command System roles of Incident Commander, Operations Section Chief for Law Enforcement and Information Officer/Public Affairs. These individuals were to be the consistent, experienced leadership for assisting the affected Forest in managing the Gathering for at least three years. The Washington Office of the Forest Service allocated funding for the team's activities in managing the Gathering thereby eliminating the severe budget impacts incurred by the affected Forest. In 1997, Region 6 activated a Type II Fire Team for the Gathering. The attempt to blend the three individuals in these leadership roles with a previously established team was not productive.

In 1998, the National Leadership Team refined the National Strategy and approved filling positions for a National Incident Team. This is a 'Short Team' consisting of the Incident Commander, Safety Officer, Information Officer, Planning Section Chief, Logistics/Finance Section Chief, Operations Section Chief for Law Enforcement and Communications Section Chief. The team members were chosen for their experience and reputation through an application process. The Communication Unit Leader position was elevated to a general staff position.

These seven individuals are charged with relieving the Forest and District of most of the day-to-day management of the Gathering while working closely with the units to meet their unique resource and social concerns under a clear Delegation of Authority. The Team works with the Line Officers' concerns and desired outcomes in mind and utilizes existing networks for communications efforts with communities, interest groups and other agencies.

Members of the National Incident Team:

██████████ Incident Commander  
Gene Smalley - Safety Officer  
Rose Davis - Public Affairs/Information Officer  
██████████ -Operations Section Chief for Law Enforcement  
Debbie Whitman -Planning Section Chief  
Gary Sick - Finance and Logistics Chief  
Larry Wade - Communications Section Chief

### 1999 Incident Management Objectives

The National Incident Management Team objectives for Forest Service management of the 1999 Rainbow Family Gathering are:

- Promote the health and safety of Forest Service employees, area residents and Forest visitors.
- Minimize the impact to the environment by interacting closely with the local Forest Service unit, providing information to Gathering organizers and enforcing resource laws.
- Recognize, and to the extent possible, mitigate social and political impacts to the local Forest unit, other Forest visitors and communities.
- Respect the civil rights of Gathering attendees, Forest Service employees and members of cooperating agencies in all management activities.

These objectives will be implemented by using a pro-active management approach in:

- Coordinating with the local unit, communities and Rainbow Gathering attendees,
- Cooperating with Federal, State and local agencies,
- Enforcing applicable laws and regulations inside and outside the perimeter of activity in a fair and consistent manner. Enforcement will be commensurate with law enforcement capability and current standards or thresholds set by the affected Judicial District,
- Operating in a financially responsible manner and, at a minimum, remaining within allocated budget,
- Continually providing information, responding to the issues and concerns of state and local elected officials and the community and managing media relations in coordination with the local unit public affairs and line officers.

## **Team Contacts**

### **Pre-work with other Federal/State/county and local contacts**

The National Incident Management Team recognized the importance of establishing communications with affected communities, agencies and governments long in advance of the Incident. Briefing packages were provided and many people were contacted via introductory phone calls by members of the Incident Command Team. Many meetings were held to inform individuals and groups and establish partnerships. These meetings included:

- November, 1998 - Incident Team members met with the Allegheny National Forest Leadership Team, other agency representatives and staff from Congressman John Peterson's office in Titusville, Pennsylvania.
- March 8, 1999 - Incident Team members met again to coordinate with the Allegheny National Forest, including the two District Offices in Bradford and Marienville.
- March 11, 1999 - Incident Team members briefed the Northeastern Regional Forester and Regional Office Staff in Milwaukee, Wisconsin.
- April 12, 1999 - Incident Team members and representatives from the Law Enforcement and Investigations Office briefed elected official from Pennsylvania in Washington, D.C.
- June 2, 1999 - Incident Team members briefed Pennsylvania Governor Tom Ridge's staff and interested agency heads in Harrisburg, Pennsylvania.

### **On Scene Arrival of the National Incident Management Team**

To continue coordination with established contacts in the area, the Incident Commander arrived in Warren on May 31, 1999, and met with various groups in Warren and Ridgway. The Allegheny National Forest provided office space at the Supervisor's Office. On June 6, 1999, the Public Affairs/Incident Information Officer arrived with the remaining members of the team along with additional staff and volunteers arrived by Sunday, June 10, 1999. The Team received the delegation of Authority to manage the incident on June 10, 1999, during a briefing with the Allegheny National Forest.

The Team established an Incident Command Post at the Sheffield Work Center School in Sheffield on June 13, 1999. Additional personnel and supplies were ordered at that time.

### Delegation of Authority

The Delegation of Authority was signed by Allegheny National Forest Supervisor John Palmer on June 10, 1999. The Delegation authorizes the National Incident Team to manage the 1999 Rainbow Family National Gathering through mid-July. The Delegation outlined primary performance objectives and guidelines in the areas of

**Event (Gathering) Management** - Permit enforcement direction, internal and external customer relationships and communications and ongoing and final documentation.

**Human Resources** - Safety and Civil Rights

**Information** - Communication planning, internal and external communications, media contacts

**Community Relations** - Maintaining current and establishing strong community relations through continued communications, identification of potential conflicts and issues in the affected area and cooperation with local, county and state agencies and organizations.

**Resource Protection** - Utilizing resource professionals from the Allegheny National Forest and coordinating with the Rainbow Family in the major areas of concern such as water quality, historic sites, litter, garbage, human waste and fire prevention. Work with the Forest to develop an operating plan and rehabilitation plan geared to site restoration.

**Law Enforcement** - Developing a law enforcement plan to incorporate law enforcement agencies with on and off-site jurisdictions in the area.

**Costs** - Managing the event within established cost constraints. Ensure all operations are cost effective, efficient and justifiable. Use charged-as-worked principles on the incident.

### Unified Command

A Unified Command was established between the Forest Service and the Pennsylvania State Police. These cooperating agencies had geographic or functional jurisdiction to jointly manage the incident through a common set of objectives. The agencies participating in managing the 1999 Rainbow Family Gathering include:

Elk County Emergency Services  
Ridgway Police Department  
Ridgway Ambulance Service  
Dickinson Mental Health  
Pennsylvania Department of Health, Food Services Division  
Pennsylvania Department of Environmental Protection  
McKean County Sheriff's Department  
Forest County Sheriff's Department  
Pennsylvania Fish and Boat Commission  
Pennsylvania Department of Agriculture

Sheffield Township Police  
Kane Police Department  
Warren Police Department  
St. Mary's Police Department  
Johnsonburg Police Department  
Elk County Sheriff's Department  
Warren County Sheriff's Department  
Pennsylvania Game Commission  
Center For Disease Control  
Kane Community Hospital

## Closeouts And Critiques

### **USFS Working Group**

At the end of June, some members of National Working Group arrived in Warren. The National Working Group is responsible for developing a national strategy to manage large group activities on National Forest System lands. Team members visiting the incident were Alice Carlton, WO Recreation, [REDACTED], Assistant Director of Law Enforcement and Investigations (LE&I), and Dennis Neill, Public Affairs. Their mandate was to review and evaluate the national overhead team and determine if the team was working within the parameters of the National Strategy for managing large group activities.

In addition, [REDACTED], Deputy Director of LE&I and [REDACTED], Director of LE&I visited the week of June 30.

### **Unified Command**

On July 9, 1999, the participating agencies held their last official meeting. They conducted a critique on the overall Unified Command concept and its application on this incident. Discussion was very open and honest, and provided the overhead team with suggestions for future management of Rainbow Gathering Incidents. Generally, the members were very supportive of the overall concept. They believed there was appropriate participation from the agencies involved. Suggestions were provided on improving communications for future incidents. All agreed on the importance of understanding the Incident Command System concept.

## COMMAND AND GENERAL STAFF REPORTS

### Safety

#### Objectives

The primary objective for the Safety Officer on the incident was to promote the health and safety of Forest Service employees and other agency personnel assigned to the incident, area residents, and other Forest visitors.

#### Issues/Concerns

The major issues and concerns identified for the incident were summarized into six (6) general categories. These included:

- Water Quality - potable
- Solid and Human Waste Disposal
- Food Preparation and Storage
- Public Health
- Environmental Factors
- Safety of Incident Personnel

The Health and Safety matrix identified four (4) primary areas of concern to incident personnel. These were:

- Travel issues related to vehicles
- Health Issues
- Environmental Concerns
- Infectious Diseases

The above categories were developed after discussion and consultation with local officials, input from public meetings, analysis by health and safety personnel and input by local Forest Service resource specialists.

## Strategy

A number of methods were used to mitigate these issues or concerns. These include:

- Efforts to determine key contacts within the Emergency Medical Services, local, state and federal health agencies.
- Use of a matrix to identify hazards and concerns associated with the event. (Appendix 1)
- Frequent briefings with participating agency personnel.
- Site visits by Health/Safety personnel to identify hazards and propose appropriate mitigation measures.
- Debriefing incident personnel to determine "near misses" or accident reports from previous day.
- Daily safety briefings prior to departure of personnel for their shifts.
- Routine contacts and interaction of personnel from Emergency Medical Services, Centers for Disease Control and law enforcement community to determine trends or medical cases.

Appropriate procedures to mitigate or minimize exposure to these concerns were discussed with personnel at briefings. Other agencies assisted and provided input or suggestions for mitigation measures during the incident as well. Bio Hazard bags were provided each patrol unit for use in the event potentially infectious material was received or recovered. Sharp containers were provided at the Incident Command Post for disposal of needles or other sharp instruments.

Tornado season in northwest Pennsylvania is June 1 thru July 15. To prepare for a tornado or severe storm warning, key personnel were provided pagers with a direct link to the National Weather Service thru 911 dispatch. Reports of severe weather watches or warnings were transmitted to various incident personnel. Safety zones were identified and discussed at briefings and made known to field personnel.

Helicopter landing zones were identified in the event of a medical emergency. Both a primary and secondary site was selected in cooperation with personnel from Elk County Emergency Services and Ridgway Fire Department. In addition, two ambulance transfer points were identified and mutually agreed upon by ambulance personnel, emergency services personnel, the Team Safety Officer and representatives from the Rainbow Family (Center for Alternative Living Medicine).

One important key to the success of the team's Health and Safety program was an effort to pre-plan the event with key public health officials and agencies. In April 1999, briefings were held in Bradford and Ridgway, Pennsylvania, to brief Forest Service personnel and community leaders about the likelihood of a national Rainbow Family gathering during the summer of 1999. Team members with experience from previous gatherings facilitated town meetings and smaller group discussions and described the possible impacts a gathering might have on a community and the natural resources in the area. Following these meetings, key individuals were identified at both the local and state levels and relationships were strengthened as the team members arrived in early and mid June.

## **Water Quality**

There was no safe source for potable water at the gathering site. Four water sources where pipelines were installed by the family were tested by the Pennsylvania Department of Environmental Protection. Eight samples were collected with none meeting safe drinking water standards. High bacteria counts were found in all samples and 50% of all the spring sites contained E. coli. All surface water contains giardia cysts due to the beaver and wildlife populations in the area. Early in the incident, all gathering attendees contacted were advised that water on the site was non-potable and must be chemically treated or boiled prior to drinking.

## **Trash And Human Waste**

The accumulation of solid (garbage, paper, cans and bottles) and human waste (feces and urine) was identified in the matrix and during town meetings and various discussions with local residents and health officials. This quickly became a health concern because of possible down stream impacts to communities who are dependent on watersheds for their drinking water and are important areas for recreation activities during summer and fall months.

Many residents were vocal about local requirements to have residential septic systems installed to specifications but the government seemed "willing" to allow about 20,000 "hippies" to defecate at will throughout the forest without appropriate safe guards or permits. It is estimated the 20,000 plus individuals will produce approximately 12 tons of feces per day and several thousand dogs will only add to this figure.

The Allegheny National Forest provided a soil scientist and other resource personnel to assist Rainbow Family members with recommendations for best sites to build trenches and pit toilets. Several toilets were initially constructed within riparian areas and Rainbow personnel relocated these toilets following contact by Forest Service personnel.

Lime and ash was provided by Rainbow members at most latrine locations to be used to breakdown waste and to discourage the presence of flies within the pits. Many of the latrine sites were covered by a plywood sheet with a lid. Once the pit was filled, waste was covered by topsoil and a new pit was dug near the old pit. Although some reports were received that human feces was found in the open and along the trails to the latrines, observers near the main gathering site along Bear Creek reported no evidence of indiscriminate use except at the latrine locations.

## **Food Preparation**

Approximately thirteen (13) kitchens were identified at the gathering site. All food preparation areas are under the control of the Rainbow Family. Several soup kitchens, coffee kitchens and a sprout farm were also identified. In addition, a number of family members prepared their own meals at individual campsites. In order to prevent a major outbreak of illness, Incident personnel, Pennsylvania Department of Agriculture, and Centers for Disease Control personnel provided educational handouts and advice on food handling, preparation and kitchen sanitation. The Pennsylvania Department of Agriculture, Bureau of Food Safety and Laboratory Services personnel conducted on site inspections and educational discussions of food preparation and kitchen sanitation with several gathering attendees at the kitchens.

## Public Health

Due to the lifestyle and personal hygiene practices of many gathering participants, an outbreak of several communicable diseases was possible. Risk areas include bloodborne pathogens, viral hepatitis, acute diarrhea, sexually transmitted diseases, and foodborne and animal related diseases. For protection of incident personnel, personal protective equipment such as gloves and CPR facial shields, and chemical barrier products were provided. Several safety alerts also addressed the prevention measures for reducing exposures to these diseases. Biohazard Bags were provided to each patrol unit and were disposed of at the end of the incident. To reduce the spread of sexually transmitted diseases, Elk County Health Department enhanced a supply of condoms to St. Marys Hospital Emergency Room, for distribution to gathering participants. This was handled by one of the E.R. physicians at St. Marys hospital.

## Environmental Factors

Environmental concerns included adverse weather issues, related to thunderstorms accompanied by heavy lighting, high winds and rain. The site was within the tornado belt, identified in eastern Pennsylvania. Normal tornado season was identified as being from June 1 through July 15. Several evacuation points were identified and marked outside the gathering area for use by Incident personnel in case of the need to evacuate. Two tornado watches and one tornado warning was issued during the gathering. High winds caused several trees to fall, but no injuries occurred.

Several poisonous plants exist on the site. Poison ivy and poison sumac grow at the Bear Creek site. The site was also identified as a denning area for the eastern timber rattlesnake. Ticks were a major issue because of the high incident rate of Lyme disease that occurs in eastern Pennsylvania.

One Rainbow Family member was struck by lightning and was taken out for medical check-up. Two dogs standing by the person were killed by a lightning strike. One person was transported by helicopter to the University of Pittsburgh Medical Center for treatment of a rattlesnake bite on his hand.

## Safety Of Incident Personnel

The personal health and safety of personnel assigned to the incident is a high priority for the National Team. The primary methods used to disseminate information about health and safety concerns were daily briefings and written health and safety alerts. Topics addressed in briefings and alerts include:

Defensive Driving	Hepatitis
Dehydration/Heat	Tick Bites
Vehicle Maintenance	Animal Bites
Tornado Safety	Gas Wells/Lines
Blood Pathogens	Lyme Disease
Lice/Fleas	Heat Exhaustion/Stroke
Stress	Carelessness
Lightning	Lice/Fleas

In addition almost daily contacts were made with public health and health care providers at local, county and state levels. Number of cases seen and general complaints were monitored for trends and concerns that might be of interest to incident personnel.

## Statistical Reporting

During the period from June 7 thru July 7, 1999, a total of 89 patients were seen and/or treated by medical facilities in Grove City (3), St. Marys Regional Medical Center (40), and Med Express in Ridgway (46). No patients were treated at Kane Community Hospital or Clearfield Hospital. Three patients were treated by Dickenson Mental Health and are included in the total for St. Marys Regional Medical Center. (Appendix 2)

The most prevalent medical complaint or diagnoses was infection, which included pharyngitis, cellulitis and conjunctivitis. Musculoskeletal pain or injury was the next greatest complaint category. Many of these injuries were caused by falls. Psychiatric complaints to include mental illness, substance abuse and adjustment disorders were the next major category. This was followed closely by patients receiving insect bites or stings and gastrointestinal disorders.

Genito-urinary, allergy/asthma and social (abuse, homelessness) were the three (3) categories with the least number of patients.

The number of visits by Rainbow Family members to community health care providers remained relatively low, 0-3 per day, from June 7 thru June 25. On June 26, the number of patients requesting medical treatment began to increase through July 6. A peak was reached on July 3 when eleven patients were treated. The numbers of patient visits dropped rapidly after July 6. (Appendix 3)

Demand on community health care facilities correspond well with estimated number of Family members attending the gathering. There was a decrease in patient load on July 4, which was the day that estimated populations numbers were greatest. However, this apparent contradiction was due to July 4th being an important day of prayer for Rainbow Family member.

## **Public Affairs/Information**

### **Objectives**

The objectives of the Rainbow Incident Information Office generally outlined in the Delegation of Authority are normal Incident Information tasks. The office was to nurture existing relationships within the community by providing information through meetings, updates, media contacts and local agency personnel. The Incident Information Officer was to manage media air operations in coordination with incident air operations and provide the Incident Commander and/or Forest Supervisor with information on emerging issues and concerns. The Incident Information Officer is also responsible for providing internal agency briefings and communication as to the incident's progress.

### **Issues**

**Information Management** - The Team, especially the Incident Information Officer, has to remain focused on the Forest Service role in managing the effects of the event. We can communicate our past experiences when discussing community expectations, but we can't predict the impacts of each gathering. Calls about community impacts were referred to merchants or local police departments, calls about the number of overdose cases were referred to local medical facilities and so on.

**Noncommercial Large Group Use Permit noncompliance and consequences** - a) The Forest Service strategy for citing Rainbow Family members and the subsequent lack of their removal, b) Managing information to protect the integrity of the upcoming permit litigation, c) Explaining the permit to media and public as Rainbows continued to claim it was unconstitutional.

**Economic and cultural effects to the neighboring communities** - a) Negative effects of regular customers staying away from stores balanced with positive effects of increased Rainbow related sales, b) Local values clashing with Rainbow philosophy; rumors of local resident's "going up to get rid of those hippies", potential tourism traffic effects from gathering media coverage and possible conflicts with community July 4 celebrations.

**Political interest** - a) Local residents contacting elected officials of all levels to complain about the effects of the gathering and the Forest Service "allowing" the incident.

**Law Enforcement** - a) The increase in law enforcement presence to deter and respond to criminal activity within area communities impacted some local residents as well, b) Reports of arrests and managing information to comply with privacy laws, c) Coordination with information representatives (if available) of other law enforcement agencies to release facts regarding arrests, citations etc. and d) understanding processes for calls with reports of missing people or runaway juveniles.

**Rumor Control** - Encouraging the public and employees to call with any rumors heard so Information Officers can confirm or dispel the rumor. Rumors regarding other agencies were turned over to those agencies for direct contact of the individual reporting the rumor.

## **Strategy**

### **Staffing**

The Rainbow Incident Information Office included a Lead Public Affairs/Type I Information Officer, and two Type I Information Officers and one Type III trainee with varied assignment lengths. The trainee was a Public Affairs Officer from the Forest Service Washington Office with responsibilities for LE&I. The Allegheny National Forest Public Affairs Officer also provided support by providing media information, calling with a 'heads up' to rumors, providing an overview of Forest issues and supplying some out-of-area news clippings.

### **Internal Communications**

One of the first and most important tasks of the Information Office was to e-mail the Allegheny National Forest frontliners the daily update that including the Incident Information Office phone number, location and office hours. The Team Information Officer also provided a briefing to Forest and cooperator frontliners to explain what to expect and provide information on where to get assistance in the event of being harassed by visiting Rainbows. The front liners also responded to gathering attendees' phone calls by informing them that this was an unlawful gathering and the Forest Service discouraged their attendance. Many customer and media calls were referred to the ICP Information Office with the goal of relieving the frontliners of Rainbow-related calls and issues.

The daily updates were e-mailed to an internal mailing list of Allegheny personnel, Forest Supervisors from surrounding Forests and regional and WO personnel. Daily updates were also posted on two electronic bulletin boards for Allegheny National Forest personnel to access. Newspaper clippings were faxed to the Northeastern Regional Office Public Affairs Office. When contacted by national media such as Pittsburgh and Harrisburg, Pennsylvania, a "heads up" call or e-mail was sent to the Forest Service Media Desk.

The office also maintained a bulletin board in front of the ICP and in the warehouse where briefings were held. Fire information was also posted when appropriate. The Incident Information Office also completed thank you letters and certificates of appreciation.

### **External Communications**

After establishing the Incident Information Office at the Sheffield Work Center, daily updates were produced to keep the media, public, elected officials, area merchants and law enforcement agencies informed about the Incident. The update included numbers of Rainbow Family members at the site (the most frequently asked question), current health and safety issues, ongoing resource concerns and most recent law enforcement activities. The strategy was to contact as many people as possible via e-mail to take advantage of new technologies. With assistance from the Forest, the Information Office also established an internet web page linked to the Allegheny National Forest web page and posted the updates daily.

The Information office faxed updates to a list of approximately 15 individuals and law enforcement agencies, and e-mailed the update to a list of approximately 25 mostly Pennsylvania government individuals including Governor Ridge's office, Senator Santorum's Office, Congressman Peterson's staff in Titusville and Washington, and individuals from Pennsylvania health and safety agencies. Other e-mail recipients included Chambers of Commerce and some reporters.

Information was also shared with the public during community meetings that were organized by the Pennsylvania State Police. Information Officers presented information at meetings in Johnsonburg, Lake City, Warren and Ridgway, Pennsylvania.

### Information Office Activity

The Incident Information phone line was also well-publicized and well used. Because the Incident Command Post was 40 miles from Ridgway, the most affected community, the office did not get the walk in visitors as with prior years. To meet the needs of outlying communities, the Information Office also developed a "tripline" to distribute the daily updates at Russel City, Kane, Johnsonburg, and Ridgway. This personal contact nurtured relationships and provided valuable feed.

The Rainbow Family Gathering receives heavy local, regional and national media attention. All national media was managed by the Lead Public Affairs/Information Officer who had clearance from the Forest Service National Media Desk. There was interest both within the Forest Service Washington Office and the Department of Agriculture Communications Office in the management of national media on this incident.

All media who contacted the office were asked to come by the Incident Command Post before going to the gathering site. They were given the most recent daily update, a map to the site and a complete safety briefing. They were also informed that the Rainbow Family had a media welcome center and that they would be either blatantly or subtly escorted around the gathering by Rainbow Family members who wanted to control the information offered by the media. Information officers also provided live and taped radio interviews to stations regionally and nationally. A breakdown of media activity is reflected below.

#### Interested regional media included:

Television channels 5, 12 and 35 from Erie, Pennsylvania  
Television channel 12 from Altoona, Pennsylvania  
The Erie Times News  
The Pittsburgh Post-Gazette  
The Harrisburg Patriot

#### Interested local media included:

The Bradford Era  
The St. Mary's Daily Press  
The Ridgway Record  
Television Channel 10 from St. Mary's  
The Derrick  
The Kane Republican  
The Warren Times Observer

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### VIP Visits

This incident attracts VIP visits every year, usually elected officials and Regional or Washington Office Forest Service personnel. The 1999 gathering visitor list included Director of Law Enforcement and Investigations [REDACTED], and Northeastern Regional Officer Public Affairs Director Sherry Wagner and Regional Forester Representative Richard Stem. Ellen Hornstein from the USDA Office of General Counsel in Washington D.C. and John Trucilla, Assistant United State Attorney in Erie, Pennsylvania also visited. These guests were provided briefing packages by the Information Office.

## **Law Enforcement Operations**

### **Objectives**

The primary Forest Service law enforcement objective was to provide for the protection of the public, employees, and natural resources in accordance with the national strategy for the management of large group activities. The Forest Service developed a unified command for management of the incident with the Pennsylvania State Police. Law enforcement activities were also coordinated with other federal, state and local law enforcement agencies including:

- Elk, Warren, Forest and McKean County Sheriff's Departments
- Ridgeway Borough, Sheffield Township, Kane Borough, City of St. Mary's, Johnsonburg Borough and Warren City Police Departments
- Pennsylvania Game Commission
- USDOJ - Drug Enforcement Administration
- USDOJ - U.S. Marshal's Service
- USDOJ - Federal Bureau of Investigation

Forest Service law enforcement personnel enforced applicable laws and regulations, inside and outside the perimeter of the activity, commensurate with law enforcement capability and current standards or thresholds set by the Western Judicial District of Pennsylvania.

### **Strategy**

The Forest Service law enforcement strategy consisted of the following:

- High visibility Law Enforcement patrols throughout the gathering area. Primary agencies conducting law enforcement activity at or near the gathering site included the Forest Service and Pennsylvania State Police. The emphasis was on traffic enforcement and high visibility patrols on roads leading to and throughout the gathering area to reduce motor vehicle and pedestrian accidents, and to provide immediate availability of officers to respond to incidents and citizen reports of crimes or emergencies. Pennsylvania Game Commission also patrolled the gathering area.
- The Pennsylvania State Police used horse patrols in the main areas of the gathering to provide for public safety, identify potential problem areas, and support Forest Service personnel in the area. Due to the large numbers of people, direct law enforcement action was limited within the main gathering area.
- Applicable laws and regulations were applied by Forest Service Law Enforcement personnel during patrol activities, and violations were documented.
- The Pennsylvania State Police provided support to the local communities and increased patrols on state highways and other public roads leading to and within the gathering area. They also provided law enforcement assistance to Forest Service officers in the gathering area.

- Cooperating state and local agencies established jurisdictional responsibilities.
- Due to the large number of natural gas pipelines and wells within the gathering area, Forest Service Law Enforcement personnel provided fire prevention information to participants and enforced regulations regarding camping and parking near the facilities.

### Aviation

Aviation activities at the incident included support to law enforcement operations, incident documentation, and medical evacuations. The aviation support was provided by the Pennsylvania State Police and two area air ambulance helicopter services.

All air operations over the incident were coordinated with the Incident Command Team and the Allegheny National Forest. An Incident Aviation Coordinator was assigned and Project Air Operations Plan completed. Due to media interest in the event, the Incident Information Officer advised the media of the recommended protocol for any media flights that might occur over the incident area.

### Staffing

Forest Service Law Enforcement and Investigations personnel worked 24 hours in three shifts during the peak period of the event from June 24 to July 6, 1999. Forest Service Law Enforcement staffing consisted of the following:

#### Law Enforcement Officers (LEO's)

June 10 to June 23 - [REDACTED] Law Enforcement Officers  
 June 24 to July 5 - [REDACTED] Law Enforcement Officers b7e  
 July 6 - [REDACTED] Law Enforcement Officers  
 July 7 to July 11 - [REDACTED] Law Enforcement Officers  
 (includes a total of [REDACTED] unit positions)

#### Supervisory Personnel

[REDACTED] Operations Section Chief  
 [REDACTED] Deputy Operations Section Chief  
 [REDACTED] Division Supervisors

#### Investigative Personnel

[REDACTED] Criminal Investigators

#### Support Personnel

One (1) Documentation Clerk

### State/Local Coordination

A Unified Command was established with the Pennsylvania State Police (PSP), and working relationships were developed and maintained with other agencies. A cooperative law enforcement agreement was signed with the Pennsylvania State Police. The PSP provided direct enforcement activity on National Forest System lands and direct support to the Forest Service law enforcement operations during the incident. The Unified Command agreed to the following agency areas of responsibility:

USDA Forest Service - Resource protection and public safety issues on National Forest lands and roads. Support to county and state law enforcement agencies.

Pennsylvania State Police - Criminal violations under state law, support to Forest Service law enforcement within the National Forest, search and rescue, traffic enforcement and accident investigations on National Forest System and other public roads, unattended death investigations, support to local law enforcement agencies and communities, helicopter air support and rescue.

Pennsylvania Game Commission - Resource protection, game and fish violations, support to Forest Service and state and local law enforcement.

City and Township Police Departments - Normal jurisdictional responsibilities.

Warren County Sheriff's Department and Ridgway PD - Normal jurisdictional responsibilities and provision of federally approved federal detention facilities for federal prisoners.

Additional participating Federal law enforcement agencies included:

Federal Bureau of Investigation - liaison and assistance

U.S. Marshal's Service - federal prisoner transport and court support, fugitive information

Drug Enforcement Administration - liaison and assistance

Interagency meetings were held three times a week to discuss strategies, share information, and coordinate individual agency activities related to the gathering. Contact with the Pennsylvania State Police was ongoing basis since they were co-located with the Forest Service at the Incident Command Post in Sheffield.

### Statistical Reporting

A Documentation Clerk was assigned to support Forest Service Law Enforcement operations. All Forest Service Violation Notices and Incident Reports were processed for submittal and filed.

Statistical reporting for other agencies was coordinated by the Pennsylvania State Police by gathering information on a daily basis. The incident reporting period was approximately June 10 through July 9, 1999.

#### 1) Forest Service Statistical Information (For the period of June 10 to July 9, 1999)

Type of Incident	Number
Misdemeanor Arrests:	5
Felony Arrests	0
Traffic Citations	300
Non-Traffic Citations	67
Warnings and Other Incident Rpts	444
Drug Possession Incidents/Citations	45
Weapon Incidents	5
Driving Under the Influence In- cidents	3
Motor Vehicle Accidents	2
Medical Emergencies	1
Juveniles Recovered	6
Game and Fish Violations	1
Other Responses and Public As- sists	132

See Appendix 5 for Incidents by Date

**Forest Service Breakdown by Reported Violation or Incident Type**

<b>Violation Type</b>	<b>Number</b>
Officer Interference, Disorderly Conduct, Assault	16
Weapons	3
FS Property and Road and Trails Damage	7
Assists to Other Officers and Agencies	28
Nudity	9
Natural Resource Damage*	10
Vehicle/Traffic/Parking	739
Drugs and Alcohol	99
Unauthorized Occupancy	10
Fire	1
Sanitation and Litter	27
Stolen Vehicles Recovered	2
Runaway Juveniles Recovered	6
Public Assists and Medical Referrals	18
Vehicle Accidents	2

\* (General damage caused by the event was not included, only includes specific instances of damage observed by officer)

**Pennsylvania State Police Statistical Information**  
**(For the period of June 26 to July 9, 1999)**

Type	Number
Misdemeanor Arrests	4
Felony Arrests	1
Traffic Citations	220
Non-traffic Citations	24
Warnings	927
Drug Possession Incidents/Citations	1
Weapon Incidents	1
Driving Under the Influence Incidents	11
Motor Vehicle Accidents	3
Medical Emergencies	1
Juveniles Recovered	2
Game and Fish Violations	0
Field Interviews	318
Other Responses and Public Assists	195
Stolen Vehicles Recovered	3

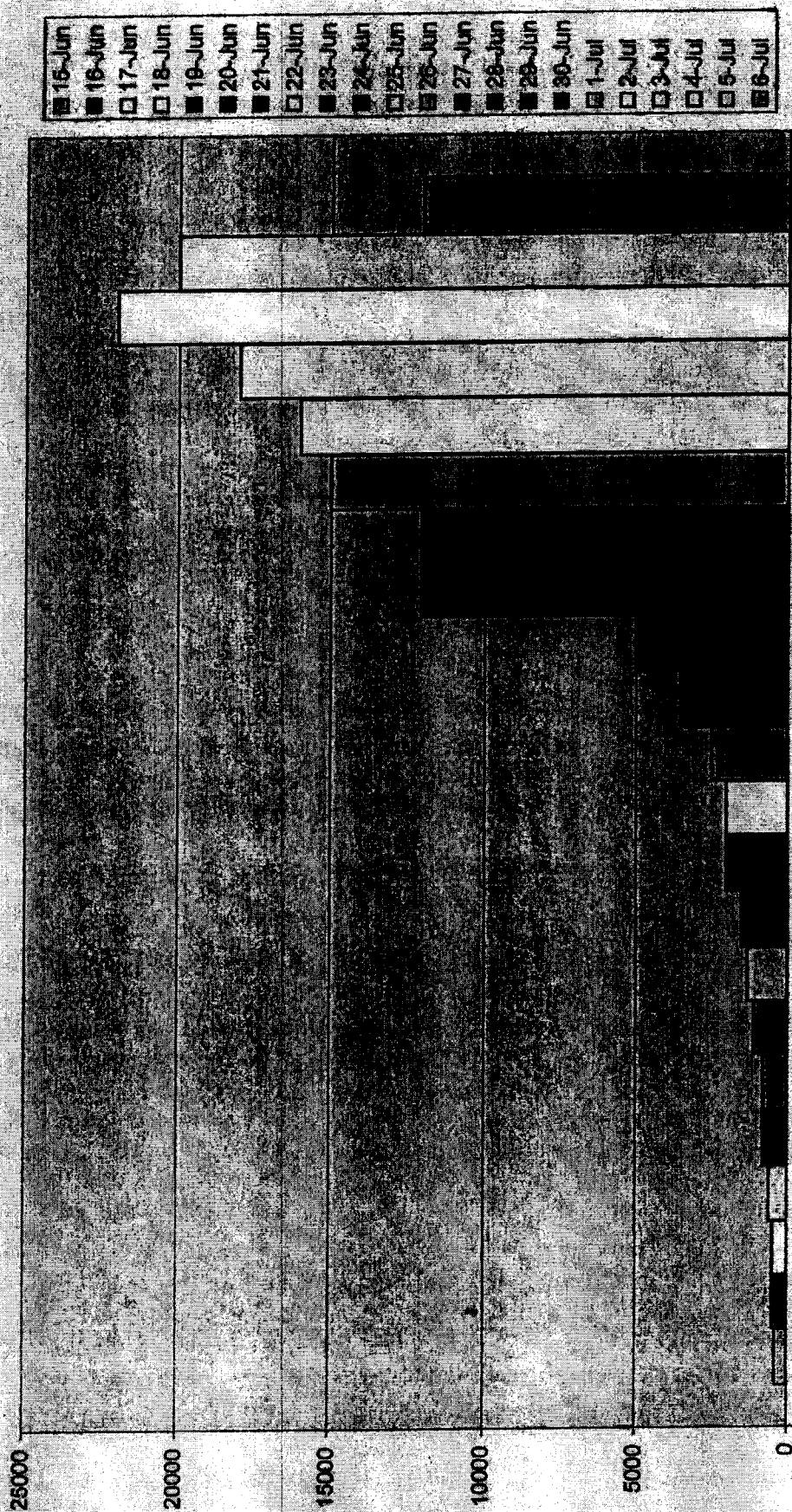
See Appendix 4 for Incidents by Date.

**Other Cooperating Agency Statistical Information**  
(For the period of June 26 to July 9, 1999)

Other cooperating agencies reporting Rainbow Gathering-related statistics included Ridgway Borough Police Department, Sheffield Township Police Department, Johnsonburg Borough Police Department, Pennsylvania Game Commission and Warren City Police Department.

Type	Number
Misdemeanor Arrests	5
Felony Arrests	4
Traffic Citations	40
Non-traffic Citations	30
Warnings	22
Drug Possession Incidents/Citations	3
Weapon Incidents	0
Driving Under the Influence Incidents	4
Motor Vehicle Accidents	10
Medical Emergencies	0
Juveniles Recovered	2
Game and Fish Violations	5
Field Interviews	43
Other Responses and Public Assists	31

# 1999 RAINBOW FAMILY GATHERING - ALLEGHENY NATIONAL FOREST ESTIMATED ATTENDANCE STATISTICS June 15 - July 6



7/2 - PSP contacted and cited one 17 year-old girl for underage alcohol consumption and her 23 year-old companion for disorderly conduct and public intoxication. PSP officers attempted to reunite two 14 year-old girls present without their parent's permission at the gathering - girls were removed from the site after a crowd of abusive rainbows began to form.

7/3 - Amnesty 2000 member/gathering shuttle driver subject previously convicted on charges of interfering with FS officers and banned from entering the Allegheny NF until July 12 is arrested after he is observed inside the gathering on this date as a passenger in a vehicle. The driver of the vehicle is also arrested by FS for interfering with the arrest after he locks the vehicle and physically interferes with the arrest of the other subject. Both subjects are later sentenced on the charges to jail time and fines.

7/4 - PSP making traffic stop of vehicle associated with gathering arrested a NY fugitive and two others on drug possession charges after quantities of suspected diazepam, opium, marijuana and LSD are found in their car. PSP took report of wallet stolen in gathering area. PSP removed sign along main road into gathering stating "Show Me Your Tits" after receiving citizen complaint.

7/5 - PSP took report from gathering participant regarding theft of \$7,000 in religious artifacts from him at the gathering.

7/6 - PSP mounted officers coordinated helicopter medivac from Kiddie Village area of snakebite victim in serious condition. Victim was being treated at CALM but was not reported to EMS officials. After a confidential tip regarding his presence was received from a gathering participant, he was assessed and air evacuated. FS assists PSP officers with head-on collision on highway leaving the gathering area.

7/7 - PSP handled three car collision with minor injuries caused by gathering participant attempting to leave the gathering on the highway with no brakes.

7/8 - FS officers took report from a male and female juvenile who stated they were stopped and physically assaulted in the area of A-Camp as they drove out of the gathering because they were told they were going too fast. Near midnight, an intoxicated man was found parked in a car on the main access road to the gathering with a smashed windshield and head injuries. He stated to FS and PSP officers that he had left after his car and he were assaulted by several men at A-Camp. PSP located man walking naked and in delusional state down the main access road and take him to the hospital. PSP observed and obtained medical care for juvenile observed ingesting "Gold Bond" cream.

#### Issues and Concerns

- A significant amount of controlled substance use continues to occur at the Rainbow Family Gatherings on National Forest System lands. Law enforcement personnel documented 45 drug-related incidents during the reporting period. However, widespread and open use of marijuana throughout the gathering, and persons under the influence of illegal substance, were observed by Forest Service and other agency officials.

- Weapons were observed in the Gathering area. Five incidents involving firearms were reported, one man contacted was in possession of a dangerous spiked knife, and innumerable large knives were observed on the persons of gathering participants. This presented a serious safety concern to law enforcement personnel assigned to the incident. As a result of these reports and difficult [REDACTED]

[REDACTED] subjects obviously the victim of a fight were observed in A-Camp and reports were received of other several other violent incidents there.

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- Many Rainbow Family members continue to exhibit aggressive and abusive behavior towards law enforcement officers. Thirteen cases of interference with Forest Service officers were reported due to their severe nature or arrest. Many other Family members expressed unhappiness and fear with this behavior and the criminal element that attended this year's gathering. Many left the gathering early for this reason. Many participants did not participate in the July 4<sup>th</sup> Prayer for World Peace ceremony at the main circle area. This aggressive behavior continues to create officer safety concerns and increases the number of officers and units required to patrol in order to provide for safety. This was especially true at this site as the main vehicle access points for the gathering were on very narrow, heavily vegetated one-lane roads which in the normal heavy traffic made access for officers and their backup a concern.

- Officers observed the presence of gathering participants espousing white supremacist views as well as suspected members of local Patriot groups. An additional small group present self-identified itself as "Amnesty 2000". Some members of this group actively participated in parking and shuttle activities for the Family, but remained extremely abusive to law enforcement officers. One member of this group was arrested by PSP as he was driving a shuttle truck full of people after he failed to yield to the officer on a traffic stop then nearly hit a state officer attempting to block his route at gunpoint. A second member of this group was arrested after he moved one of the group's shuttle vehicles in front of a patrolling FS law enforcement vehicle and refused to move it. Observations were also made by officers of two large military-type vehicles containing many men in camouflage clothing seen driving in the A-Camp area on at least two occasions. (This appears consistent with 1998 observations of members of the Wyoming Patriots at the Arizona Gathering and reports indicating the Wyoming Patriots would defend the Rainbows from any actions by the government.)

- Natural resources and government property continue to be impacted significantly by Rainbow Family Gatherings. Forest Service law enforcement personnel reported 55 related violations. These included timber and other forest products, FS property, occupancy and use, fire, littering, and other sanitation related violations. As Forest Service officers did not patrol the main gathering area, nor did they document individual impacts that were part of the large overall resource and occupancy violations of the gathering, the reported violations are a small portion of overall violations.

- The Rainbow Family continues to refuse to comply with federal regulations governing large non-commercial group use of National Forest System lands. They state it is their Constitutional First Amendment right to gather on National Forest System lands. Three Rainbow Family members of this gathering were issued Violation Notices by the Forest Service for failure to obtain the required special use permit. The case is pending.

- As indicated by the "Other Cooperating Agency" statistics above and some of the statistics reflected in those for the Pennsylvania State Police, local communities enroute to or in the area of the gathering continue to be significantly impacted by the Rainbow Family Gatherings. Incidents handled by law enforcement agencies include theft, panhandling, disturbances, traffic congestion and traffic violations and public nudity.

- Traffic safety, parking, and blocking of Forest Service roads was a significant problem at this years gathering. Forest Service law enforcement personnel documented 739 related violations. This included careless and reckless vehicle operation, speeding, vehicle equipment violations, use of vehicles in closure areas, blocking or interfering with use of Forest Service roads and gates, and improper parking. Seventeen vehicles were towed by the Forest Service out of the gathering area after at least 24 hours notice for parking in areas closed to parking and for blocking or interfering with use of public roads. The Rainbow Family's general lack of planned suitable parking locations and personnel committed to assist with parking these vehicles contributed to this problem. An estimated 8-9000 vehicles were driven to this years gathering.
- Despite advance notice given to Family members that a large number of natural gas pipeline and well facilities were located in the area, no apparent action was taken by the Family in most cases to protect them from vehicle damage or to protect participants from gas ruptures, explosions or fires within their gathering. The Forest imposed an emergency order prohibiting camping and parking within 200' of any gas facility based on hazard assessment advice from local gas company officials. Gathering participants were found camped and parked immediately adjacent to leaking pipes for which flame or spark could have resulted in fire or explosion under the right environmental conditions.
- Unaccompanied juveniles and juvenile runaways attending Rainbow Family gatherings continues to be a problem. Eight runaways were recovered and returned to their parents.
- Heavy alcohol use occurred again at this year's gathering. As observed from areas accessible by patrol vehicle, alcohol use was heaviest in the A-camp area, but occurred throughout the gathering. One beer distributor in nearby Ridgway reported that from late June through at least July 8, gathering members paying over \$4,000 cash they stated was gained by "passing the Magic Hat" at the gathering, purchased a total of 96 "half barrel" kegs of beer (equivalent to 672 cases). Many contacts were made by officers with juveniles possessing or consuming alcohol, and many juveniles were seen in the A-camp area during evening "parties" where heavy and open alcohol use was occurring. After July 4, a self-described "rave" party developed near the main parking area and continued for over a week. This party had amplified music, heavy alcohol use, a large presence of minors, and reported presence of ecstasy, LSD and other drugs.

However, the area was regularly patrolled by mounted patrol officers from the Pennsylvania State Police from June 26 to July 11. The mounted patrol once again proved to be extremely successful in providing a patrol presence that can cover large areas within large crowds of people safely.

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## **Finance**

### **Strategy:**

Management of this year's incident was again funded in advance at the national level. Law Enforcement and Investigations provided \$250,000 for officer overtime and misc. support expenses. National Forest Systems provided \$250,000 for salaries, overtime, and misc. support expenses. This funding is intended to mitigate impacts on the Region and Forest where the incident occurred. The funding is not necessarily intended to cover the entire management expense. It covers the majority of expenses, and the WO, RO and Forest should be able to cover the rest.

The Team's strategy was to minimize costs by utilizing existing systems such as computers and equipment such as fax machines, telephones and copiers; enrolling volunteers; using local employees as incident personnel; operating from public facilities; utilizing unified command; and routinely re-evaluating the continued need for resources. The team's goal was to control costs and keep them as close as possible to the national funding level to minimize impacts on the Region and Forest.

### **Issues/Concerns:**

- The total costs of the incident will be nearly impossible to capture because so many items were borrowed or used at no cost, and many salary costs are not directly charged to the incident.
- There are several management code issues. Having separate codes for LE&I and for NFS with overrides sometimes prohibits splitting costs. It would be better to have one "project" code similar to project fires. There will be charges against the fund early in the year when it is not possible to accurately predict which National Forest will be impacted. Changing management codes several times is confusing and incurs accounting costs. Having management codes with overrides is very costly from an accounting perspective, especially when having to reconcile split pay-period salaries. Two management codes also seemed to cause some problems for the dispatch/coordination center system; in fact the incident was assigned two incident numbers.
- The treatment of AUO for law enforcement officers and of maximum pay limitations for National Forest Systems employees was addressed at the national level. The declaration of a non-natural disaster emergency by the Secretary facilitated dealing with many of these issues.
- The Secretary of Agriculture's declaration of emergency for this event allowed flexibility in granting time away from this incident this year.

**Financial Summary:**

**Cost Analysis**

	<b>LE&amp;I</b>	<b>NFS</b>
<b>Preliminary Estimates</b>	<b>\$230,000</b>	<b>\$266,540</b>
To Date 6/15	N/A	56,910
To Date 6/22	76,750	107,059
To Date 6/30	143,750	160,884
To Date 7/6	208,750	200,909
To Date 7/13	244,250	238,529
Estimate 7/18	252,000	245,509
<b>Projected Rehabilitation Costs</b>		<b>**</b>
<b>Total Costs</b>	<b>\$252,000</b>	

**\*\*The Forest expects the Rainbow Family to complete rehabilitation of the impacted areas. However, there will be costs associated with rehabilitation which are unlikely to be covered by the Family. Additionally, once the Family has departed, any failures are likely to be funded by the Forest.**

## **Planning**

### **Incident Personnel**

In addition to the National team, there were several overhead positions assigned to the incident. Some were filled by resource orders from across the National Forest System, some by local Forest personnel, and others by retired Forest Service employees and their spouses. Allegheny National Forest personnel were assigned to all resource specialist positions.

(At maximum staffing, there were [ ] Law Enforcement Officers, [ ] Division Supervisors, [ ] Special Agents/Investigators, and 40 overhead personnel assigned to the incident (including three volunteers).) Approximately half of the overhead personnel were local Forest employees assigned to the incident on a part-time basis.

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### **Planning Section Staffing**

The Planning Section is responsible for the tracking of incident resources, development of periodic Incident Action Plans, facilitation of briefings and meetings, mapping of the incident to meet a variety of needs, dissemination of the Daily Situation Report, monitoring and attempted mitigation of environmental effects, and compilation of all incident documentation. In addition to the Planning Section Chief, the unit was staffed by a Documentation Unit Leader, a part-time Situation Unit Leader, several Resource Specialists, and a part-time GIS specialist.

The Documentation Unit Leader only devoted a portion of her time to the Planning Section. Most of her focus was on reviewing, summarizing and filing all law enforcement documentation. A member of the resource team working on mitigation within the Gathering also performed the duties of the Situation Unit Leader, gathering information and working with the forest GIS specialists to produce a variety of maps. The lead Resource Specialist, the Allegheny Forest Soil Scientist, worked with a variety of other resource professionals on a daily basis in an attempt to lessen the environmental effects of the event.

### **Incident Action Plans**

The Planning Section developed periodic Incident Action Plans (IAPs) starting on 6/17. National Incident Command System forms were edited to accommodate the differences between wildfire IAPs and large group event IAPs. A binder for each unit was developed to store the current IAP, safety information, information on law enforcement procedures, and attempt-to-locate information.

### **Environmental Effects**

Rainbow family members made initial contact with personnel from the Allegheny National Forest in mid-April to discuss potential site selection for the 1999 Gathering. Although the final site was not determined until early June, the Forest immediately began working on a strategy to minimize potential environmental effects. The strategy included:

- 1) identification of resource issues/concerns in the surrounding area
- 2) pre-incident surveys to assess the current condition of the site
- 3) notification of gathering participants of resource concerns and expected mitigations
- 4) continual monitoring of environmental effects during the event
- 5) development of a rehabilitation plan to return the site to near pre-gathering conditions
- 6) post-incident monitoring

## Resource Issues/Concerns

The following resource issues/concerns were identified during assessment of the Bear Creek area:

- **Water Quality:** The area selected for the 1999 gathering is in the Bear Creek drainage. Bear Creek is a perennial stream which flows into the Clanton River, which eventually enters the Allegheny River. There are several smaller streams which intersect Bear Creek and include Italian Shanty Run, Shanty Run, Pole Road Run, Otter Run and Little Otter Run. There are also several springs, beaver ponds, and wet meadows within the Gathering area. The impact of up to 20,000 people and their pets on water quality in the area could be significant. Slit trenches for the disposal of human waste have been used at past gatherings. Sediment load in affected stream courses could be increased due to vehicle traffic, trail development and use, direct stream-bank disturbance, and in-stream water use.
  - **Riparian Protection:** The potential exists for stream crossings, water system development and trampling of riparian vegetation to have negative effects on riparian areas.
  - **Roads:** Thousands of vehicles were expected to access the gathering site. Several of the interior access routes are un-surfaced and could suffer significant damage from the large increase in traffic. Some of these short spurs are currently closed to vehicular traffic through the use of water bars and berms. If accessed by gathering participants, equipment may be needed to re-close the roads.
  - **Interaction With Other Forest Visitors:** Bear Creek Recreation Area is a popular destination for many local residents. These visitors could be displaced and conflicts may occur.
- Wildlife and Plant Species of Concern:** Several species of concern are known to inhabit the Bear Creek Drainage. The Indiana Bat, which is classified as endangered under the Endangered Species Act, has been found in the area. The timber rattlesnake and the northern water shrew, which are sensitive species for the Allegheny National Forest, are also known to inhabit the Bear Creek drainage. Small communities of pink lady's slipper and other rare plants occur in the area. In addition, the gathering is planned during fawning season, and nesting raptors and great blue heron are known to exist in the area. Disturbance to these species by gathering attendees and dogs is likely to occur.
- **Wildlife Food Plots:** There are several wildlife food plots in the area that have been developed and are maintained through partnerships with outside agencies and organizations. These open areas are likely to be severely damaged by vehicle traffic and parking.
  - **Heritage Resources:** Historic logging camps and railroad grades exist in the Bear Creek drainage. Foot traffic and the digging of fire pits, latrines, etc. could adversely effect the condition and integrity of the sites in question.
  - **Litter:** Man-made material (including vehicles) left behind by nearly 20,000 individuals could be a huge problem if not removed by the gathering participants.

## Pre-Incident Surveys

The following pre-incident surveys and assessments were conducted by Allegheny National Forest personnel (See Appendix 6 for survey documentation):

- Field reviews by a wildlife biologist, archaeologist, engineer, and soil scientist identified potential impacts to the resources in the area.
- Archaeological reconnaissance was conducted to locate historic sites and flag them for protection.
- Water sampling was begun on Bear Creek before significant numbers of individuals were on site.
- Photo and video documentation of pre-existing conditions was conducted.

## Notification of Resource Concerns and Monitoring During the Incident

In early June, the District Ranger and resource specialists made contact with the perceived leaders of the Family to communicate resource concerns and expected mitigation measures. These contacts continued throughout the gathering and were generally received very well by Family members. The site was visited almost daily by resource specialists to monitor the environmental effects of the gathering and to work with the Family members to minimize the effects. Photos were taken regularly to document the increasing effects, and also to document actions that Family members had implemented to reduce those effects. The following is a summary of effects to the site noted through July 10, 1999:

- **Water Quality:** Water samples from Bear Creek were taken twice weekly during the event. Sampling locations included a site above the Bear Creek Recreation Area (the control), a site within the gathering (just below the most significantly impacted area), and a site downstream of any impacted area. The samples were analyzed for fecal coliform count in parts per 100 ml. (10 to 1000/100 ml. is typical for sampling results in controls taken throughout the State). The results to date of the water sampling are displayed in Appendix 7.
- **Riparian Protection:** During the gathering, family members continually stressed protection of the riparian areas. These areas were flagged and signed by the family in an attempt to prevent impacts. The most serious impacts to the riparian ecosystem were: trails crossing wet areas that became compacted, suffered soil displacement and puddling, and loss of vegetation; fire pits constructed within the riparian areas; disturbance and loss of vegetation around stream crossings; swimming in streams stirred up sedimentation and may have added additional fecal coliform to the stream flow; and temporary displacement of wildlife inhabiting the riparian areas.
- **Roads:** Heavy traffic on the main access routes (FR 135 and 136) resulted in further loss of fines from the road surface. The last half mile of FR 593 accessing Bus Village is unsurfaced and suffered rutting and displacement. Vehicle traffic past the pre-existing road blocks was noted.
- **Interaction With Other Forest Visitors:** The Bear Creek Recreation Area was completely occupied with Rainbow family members early in June, which prevented use of the area by local residents. Occupancy continued through mid-July. No conflicts were noted.

- **Wildlife and Plant Species of Concern:** Family members reported several sightings of rattlesnakes during the gathering. One participant was bitten and transported to a local medical facility. One Family member reported that a dog had allegedly captured and killed an northern water shrew. The site has been reviewed by the Pennsylvania Game Commission. In their opinion, the "damage to the area wildlife populations was devastating and will be felt for years." "Many wildlife species were unable to complete their reproduction cycle because of human disturbance and/or nest destruction by either the people or the thousands of dogs they brought with them."
- **Wildlife Food Plots:** The food plots located off FR 161 have been heavily impacted by vehicular traffic and parking. Rehabilitation will be needed.
- **Heritage Resources:** Coordination with family members eased major impacts to the historic sites. However, some fire pits were constructed and a community shower system was installed within the site boundaries and may have affected the integrity of the site.
- **Litter:** Significant amounts of litter was noted from the early stages of the gathering in all areas accessible by vehicles. In the main meadow, litter did not seem to be an issue throughout most of the event. Several recycling centers were located throughout the site. However, a walk-through on 7/10 noted several abandoned campsites where litter was scattered. Clean-up of the area was in progress, but significant amounts of foreign material will need to be removed. A review of "A Camp" and Bus Village on 7/11 noted litter scattered throughout the areas.

### Site Rehabilitation

Resource specialists from the Allegheny National Forest have developed a site and resource rehabilitation plan (see Appendix 8). The plan outlines the objectives and expected results of the cleanup and rehabilitation process. All rehabilitation activities are expected to be completed by August 1, 1999.

The District Ranger of the Marienville Ranger District met with representatives of the Family several times early in the process to discuss rehabilitation of the site. The District Ranger presented the final rehabilitation plan to family members on July 5th; additional copies of the plan were requested and provided to other members of the family on July 10th. The Family was also notified that if rehabilitation was not completed or was not effective, the Forest Service would complete the project and bill the Rainbow Family for all costs incurred by the Government.

### Post-Incident Monitoring

The gathering site covered an area of approximately eight square miles. Although the rehabilitation plan identifies many of the site-specific rehabilitation needs, additional reconnaissance and design work will be necessary after most of the incident participants have departed and the actual site impacts can be determined. District resource personnel have begun the identification of all site-specific rehab needs and will continue to work with the Family during the rehabilitation process. Upon completion of site cleanup and rehabilitation, the Forest will prepare a final report documenting specifics on pre- and post-incident conditions and all monitoring activities.

The following post-incident monitoring activities are planned:

Water quality monitoring will continue twice weekly through 7/10; then will be conducted again through a rainy period to define the longevity of the effects to water quality. Final testing will be completed in September.

- Photo and video documentation will continue to obtain visual documentation of rehabilitation efforts and actual effects to the site. (See Appendix 9 for photo documentation of site condition as of July 10.)
- Resource specialists will continue to work with rehab personnel to design site-specific rehabilitation needs.

## **Logistics Section**

### **Objectives:**

The Logistics Section was staffed to provide service and support to all incident personnel and, to some degree, cooperators. The Communications unit was separated from Logistics and made a full staff section. The Medical Unit was administered by the Safety Officer.

### **Issues/Concerns:**

- Provision of supplemental food and liquids was addressed through a job hazard analysis which considered length of shift, remote duty location, high humidity, and high temperatures. Documentation was provided to the Allegheny NF Contracting Officer.
- There was close coordination was between the team and the Forest Supervisor prior to the incident regarding ICP facility needs. Early selection of the Sheffield facility made it possible to install infrastructure and have the facility on line when the team arrived. Its central location also served cooperators well. Utilizing un-used government owned facilities saved expense.
- Dispatch information provided to the forest was efficiently transmitted through the dispatch system to the employee being requested. Both mobilization and demobilization were somewhat rough because traveling employees did not always communicate their locations and travel plans.
- Cache supply orders were placed early (May), yet some cache supply items were shipped by air freight or overnight mail creating an unnecessary expense.

### **Strategy:**

The supply unit actually started operations about 2 months before mobilization. Many of the specialty items for law enforcement were procured, then transported with incident personnel. This enabled the team to start work immediately with the required items on hand.

Personnel were mobilized through routine channels, utilizing the dispatch/coordination center network. Law Enforcement Officers and Special Agents were ordered on detail request forms as technical specialists. This system works well, and should be used for future mobilizations.

Lodging rates were paid by the Finance section rather than by individuals. This saved a great deal on total costs through tax exemption. We expected that by telling motel proprietors we would have several people for several days, we could obtain very favorable rates. This was not the case in this geographic area. The overall lodging expense for 1999 was about 12 percent higher per room/night than 1998.

**Results:**

- The ICP facility was obtained at no charge. Cleaning services were negotiated and the carpets cleaned upon exit.
- An operations area was established at Owls Nest on a no charge agreement.
- The Supply Unit provided for cooperators as well as Forest Service personnel.
- Fruits and liquids were procured on a daily basis to minimize waste.
- Some office supplies were purchased through GSA, and team members brought large stocks of office supplies with them.
- The Eastern Region cache supplied furniture, ice chests, garbage cans, and other items which were returned for credit after use.

## **Communications**

### **Summary**

In the organizational structure of the National Incident Management Team, the communications position is a staff position reporting directly to the Incident Commander rather than the Logistics Chief. As a staff member, the Communications Section Chief has a closer working relationship with the rest of the team as team members come directly to the Communications Section Chief for assistance. It is important to mention that the Communications Section Chief and the Communications Technician are Forest Service employees whose primary field is communications.

### **Objectives**

The Communications Section provides optimum support to our field officers and staff. This Section also takes the lead in providing complete telephone, radio, computer hardware, software and modem support, and facsimile (FAX) lines and equipment. Although all communications are important to the individual user, the most important function of the Communications Section is to install a radio system which will support the entire Incident. Communications Section responsibilities include but are not limited to:

- Install repeaters, base stations, antennas and coax cable and provide power to this equipment, (AC power, solar, battery, etc.).
- Provide secondary backup equipment in case of failure of the primary equipment.
- Program mobiles and portables, provide spare mobiles and portables in case of failure of the primary unit.
- Issue portable radios to other agencies which need to operate on the Incident Radio System.
- Provide telephone communications at the ICP, including installing a telephone system. The minimum would be the installation of single line telephones, fax machines and modem lines.
- Install printers, computer equipment, fax machines, etc., for the Team.

### **Radio Systems & Equipment**

In preceding years, radios and radio frequency clearances have been provided by the National Incident Radio Support Cache (NIRSC), located in Boise, Idaho. When the National Team concept was created, it became apparent that a new process was required. The Communications Section needed FOIA-protected frequencies and equipment that provided more adaptability and power output than the equipment provided by the NIRSC. (Working closely with [REDACTED] of the IS&T staff in the Washington Office, we were provided unique, FOIA protected radio frequencies.) These radio frequencies are area sensitive and for use during short term operations. Coordination and cooperation from other agencies to allow us to use these radio is managed by Mr. [REDACTED]

b6  
b7c

The Communication Team provided radio repeaters, antennas, coax cable, and spare mobile radios and personal portable radios used during the event. Most of the equipment which included six repeaters, mobile and personal portable radios, scanners, printers, antennas, coax cable, batteries, recording equipment, etc., was provided by the Communications Team and transported by trailer. The repeater systems had unique frequencies supplied by the Washington Office. Each repeater was programmed with three separate frequency pairs and each zone had a backup repeater assigned in case of failure of the primary unit.

For secure radio equipment, the team requested and received one box of King radios (10 encrypted radios) from the Region Eight Law Enforcement cache. The Region One Law Enforcement cache in Missoula, Montana also provided a box of 16 radios with a repeater. These particular radios use a frequency hopping system for secure communications. Neither set of radios were needed during this incident.

Wildland fires, such as those in 1998, can cause the demand for radio equipment to be extremely high. The preplanning efforts in providing the team with its own radio equipment has proved to be a crucial factor in completing the objective. The estimated cost for the equipment provided by the Communications Unit for use on this incident is approximately \$35,000. This includes document scanners, fax machines, telephone equipment, antennas, repeater radios, base station radios, mobile and personal portable radios, shredders, recording equipment for radio circuits and telephone circuits, cameras, binoculars, laptop computers and printers. Some of this equipment, such as additional laptop computers, printers, and shredders were provided by individual Team members for their required tasks. The cost of equipment provided by Team members is not included with the total communications cost.

The Radio system consisted of eighteen channels. Many of the channels were assigned on a "just-in-case" basis. The primary means of voice communication between the field units and the ICP dispatchers was on the Zone one repeater system. The Zone two repeater was used for backup in case the Zone one repeater failed. The Zone three repeater system was not needed. There were two command simplex channels and two tactical channels for car-to-car communications. These six channels were assigned unique frequencies, available only for this incident. These frequencies are FOIA protected and were never published in the Operations Plan.

A cooperative agreement was established with the Pennsylvania State Police to use their dispatch and car to car frequencies, as well as the Elk County and Ridgway police channels. These were backup channels to be used in case of failure of the primary communications channel (Zone 1). We installed one channel for emergency to communications with the forest, and one channel for emergency air-to-ground communications.

Attempts to provide radio coverage between the ICP and the field units failed. After working unsuccessfully for six days to provide a quality, reliable link, we moved the dispatch unit to the 911 EMS Center in Ridgway. The only link back to the ICP was by telephone. This did not seem to cause any problems and, in most cases, was beneficial because it limited the number of visitors normally associated with the dispatch center. (The coverage for mobile radios was about [REDACTED], and for handheld radios was limited to approximately [REDACTED].) The terrain was characterized by low lying valleys, many propane gas lines and wells, and heavy vegetation. There were times when the radio systems worked extremely well, and there were times it did not work at all. Sunspot activity was at a record high during this period, but no single cause for the problems was readily identified.

b7c

### Computer and other telecommunications equipment

The local telephone company could only provide us with eight (8) telephone lines. Five lines were used in a telephone system installed by the team, two telephone lines were dedicated to fax machines and one telephone line was dedicated to the NCIC equipment. The PSP staff also shared our telephone system. After moving the dispatch function to the Ridgway 911 EMS Center, the NCIC line was also connected to the telephone system.

During the 1998 incident, we had 14 telephone lines. The 14 lines were considered inadequate for our needs. By utilizing a telephone system, we were able to get by with the 8 total telephone lines. This shows how important a telephone system can be to the team. It is clear that if the dispatch center had remained at the ICP, the number of phone lines available to us would have been inadequate. The Communications Section prepared for more lines by bringing a Mitel SX-20 telephone system. This system is configured for 8 trunks (lines) and 24 extensions.

Incident Team members brought nine laptop computers and four small printers. The Communications Section brought two laptop computers and three large printers which could be used by support staff personnel. The Allegheny National Forest Supervisor's Office provided one personal computer, primarily used for Law Enforcement documentation.

The Communications Section also brought telephones, extension cables and provided cabling which ran between buildings. The Incident Team used two fax machines, one of which was purchased during this incident. 10 Citizen Band radios were purchased for communications with gathering attendees in the event of an emergency. The 911 EMS Center provided the Team with 15 pagers at no cost to the government. These were made available to key team members of the LEO staff and the IC Team.

### Dispatch Operations

Dispatch operations began in early June from the Sheffield Work Center. The office is located at the foot of a rather large mountain (in a hole) and it was impossible for us to establish a reliable radio net between the ICP and our field units. Attempts to combine the Forest Service dispatch operations with the operations of the Pennsylvania State Police were not successful. The radio system would work well one day and not at all the next day. The radio traffic between the PSP units and our LEO units rapidly overloaded our capabilities. Trying to provide dispatch communications for two large organizations using our radio nets is something we should not attempt again.

At the offer of the EMS Director, Forest Service dispatch operations moved to the 911 Emergency Management Services Center at Ridgway. The PSP dispatch moved to their Ridgway Barracks and set up their own system. Both operation centers worked very well at these separate locations. We had good communications between the field units and the dispatch centers, and a hot line telephone system for dispatcher from each agency to reach each other quickly. The 911 EMS Center provided an excellent work environment, additional equipment and backup dispatchers in case they were needed. The National Crime Information Center (NCIC) line was already installed, providing optimum service for processing license and car information requests from the officers.

Although it is not necessary to maintain the dispatch center at the ICP, initial attempts will always be made to try to establish the radio networks between the designated ICP and the operational areas. Communications was originally staffed with two dispatcher. Two more were added when 24 hour operations began. The lead dispatcher has previous experience with Rainbow family gatherings and her experience in setting up the dispatch center has been invaluable.

## Problem Areas

There is a demonstrated need to establish a cadre of dispatchers that can work a Law Enforcement-oriented detail. Several schools offer courses which can prepare our dispatchers for this type of event. Dispatchers need to be familiar with and capable of operating the NCIC circuit. During this incident, a total of four dispatchers are necessary to ensure thorough documentation in the logs and quick response to the radio calls. There should be a minimum of six dispatchers trained in case something prevents one from being able to attend the gathering.

The Communications Unit has stressed, both at last year's gathering and in pre-incident information letters that officers must come fully equipped with functional radio equipment. For the 1999 gathering, one officer arrived without a vehicle radio antenna, one officer arrived with a broken mobile microphone, one officer arrived with a 2 watt personal portable radio and one officer had a broken personal portable radio.

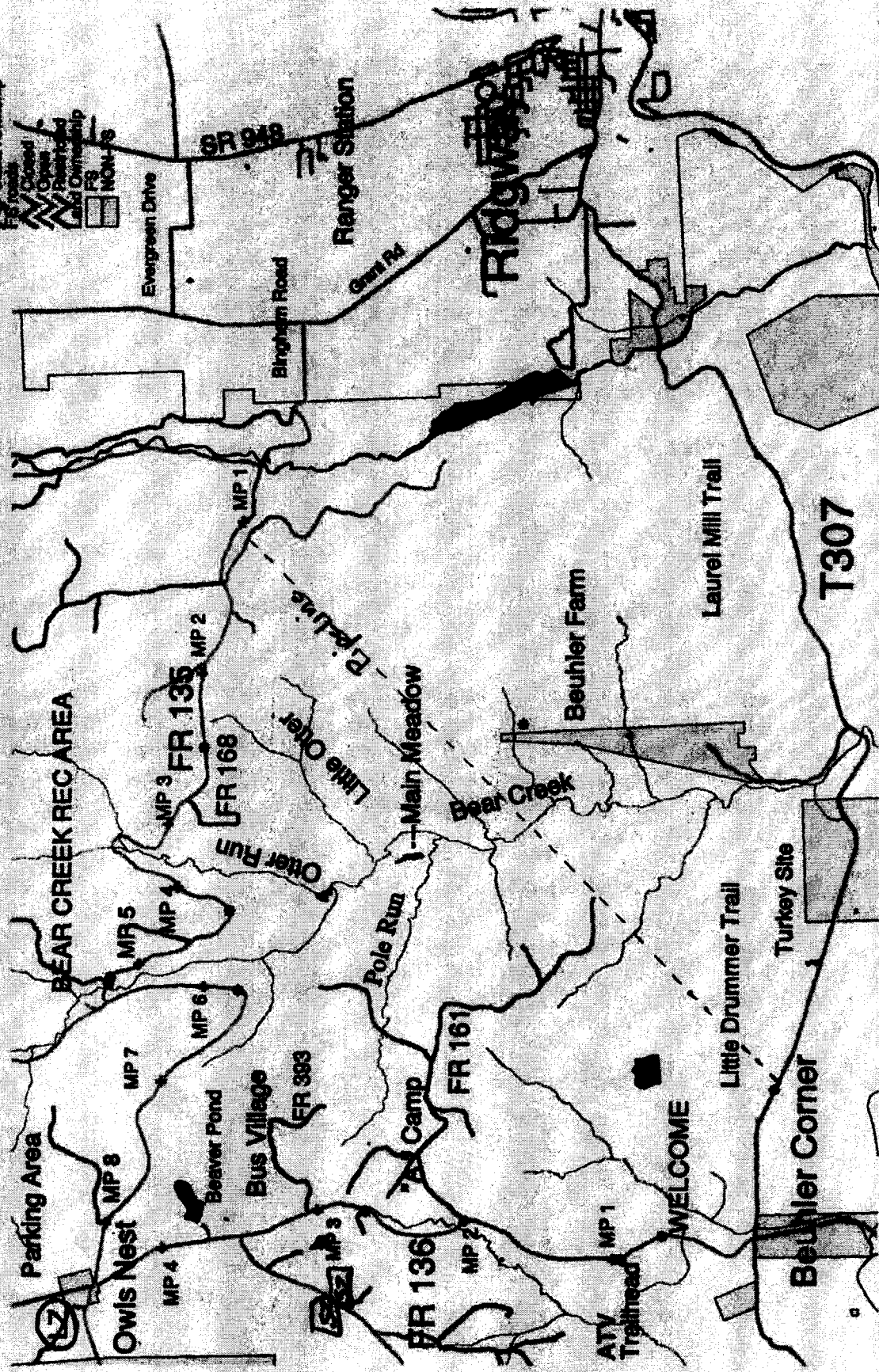
During the incident, several of the mobile radios became inoperable and had to be replaced with our spare 50 watt King radios. These King radios are not as effective as their 100 watt Midland radios. While repairing the mobile radios, it was clear that the wiring for a great deal of equipment in these vehicles was wired from a single source battery. The wiring harnesses, the charging units for the vehicles, and the batteries should be more closely examined for safety. All Law Enforcement officers working this incident should have 100 watt programmable mobile radios installed in their vehicles. During the 1999 incident, the officers with this type of radio installed in their vehicle were more able to communicate than the officers arriving with 50 watt mobile radios installed.

In pre-incident letters to the assigned officers, all officers were instructed to bring rechargeable batteries for the handheld radios. Some complied, some did not. Most of the batteries being used were over two years old, some were as old as ten years. The life of a rechargeable battery is approximately three years. After three years, rechargeable batteries should be discarded or recycled. The rechargeable battery is much more efficient than the clam shells that use the double A batteries. The clam-shell type battery should be used only as a last resort.

One medivac flight occurred during the incident. Although we had an designated aircraft frequency operational, it was not being monitored by the ICP dispatchers. This net was set up for our field units to bring in and coordinate helicopter and small planes over the incident. It is apparent that we need to set up an air safety circuit which can be used by helicopters and small planes flying over the incident. Fortunately, our dispatchers provided the medivac helicopter with the working frequencies and we were able to monitor and direct this emergency flight.

# Rainbow Gathering 99 Allegheny National Forest Site Map

- S2 Safety Zone  
L2 Law Zone
- Rainbow campsite
  - Marker
  - Point
  - Shelter
  - Communities
  - Main Meadow
  - Laurel Mill
  - Little Drummer
  - Trailhead
  - State Township
  - Open
  - Closed
  - Reforested
  - Land Ownership
  - FR
  - Non-FR



6/27/99

***APPENDIX I***

## SAFETY - INCIDENT PERSONNEL

### Travel

- Vehicle
  1. County and State Roads
  2. Forest Roads
  3. Use of Seat Belts
  4. Dust/Visibility
  5. Wildlife on and crossing roadway
  6. Watch for walkers and children playing on roadways
  7. Abandoned vehicles on or along narrow roadways
  8. Limited vehicle parking areas
- Horse
  1. use of horses around large crowds
  2. Care and maintenance of horses and equipment
- ATVs
  1. Training and experience
  2. PPE
  3. Off-road use
- Air
  1. Rotary vs. Fixed-wing operations
  2. Carded vs. non-carded
  3. Identification of LZs
- Foot
  1. Proper footwear
  2. Night Travel
  3. Hazardous Areas
    - a. Dense Brush
    - b. Twigs and branch Stakes
    - c. Steep Slopes
    - d. Dense Timber Stands

### Emergency Medical Service (EMS)

1. On and Off Site
2. Availability of local EMS Services
3. Distance to critical care facility

### Health Issues

- Bloodborne Pathogens
  1. HIV
- Respiratory Diseases
  1. Pneumonia
  2. Tuberculosis
- Bacterial Diseases
  1. Shigellosis
  2. Salmonellas
- Parasitic
  1. Giardia
  2. Head and Body Lice
  3. Lyme's Disease
- Viral
  1. Hepatitis A, B, C (fecal-oral)

### Environmental

- Weather
  1. Heat vs. Cold
  2. Rain and Wind
  3. Lightning
  4. High Humidity
- Poisonous
  1. Plants (poison ivy, poison sumac)
  2. Insects (spiders, ticks)
  3. Snakes
- Firearms
  1. Security
  2. Storage
  3. Retention
- Dogs
  1. Failure to control and restrain
  2. Large amount of feces, fleas, ticks

### Infectious Hazards

1. Disposal of Needles

## OFF SITE IMPACTS - SAFETY ISSUES

### Travel

1. Congestion of roadways
2. Restricted use of road access
3. Use of roadway for walking or play area
4. Abandoned vehicles on or along narrow roadways
5. Oversize vehicles traveling or parking on narrow roads
6. Narrow roads and loose gravel, chuck holes
7. Lack of adequate parking

### Environmental Issues

#### - Dogs

1. Stray and abandoned animals
2. Lack of proper vaccinations
3. Introduction of diseases into wildlife populations
4. Introduction of rabies from wildlife populations

#### - Garbage/Refuse

1. Large volume of garbage/refuse requiring disposal
2. Bears feeding on garbage in collection areas and food storage areas

### Health Issues

#### - Water

1. Pollution of streams/lakes on site and downstream
2. Improper disposal of gray water

#### - Emergency Medical Services

1. Impact on local medical facilities/services

#### - Health Services

1. Impact on local mental health, social services, and welfare agencies

#### - Communicable Diseases

1. Possible increase in childhood diseases through exposure by unvaccinated children
2. Possible increase in sexually transmitted diseases

### Private Land Inholdings and Developments

1. Trespass issues
2. Vandalism/theft
3. Cultural conflicts
4. Oil and gas pipelines/leaks
5. Oil and gas storage tanks
6. Oil and gas surface and underground pipelines

## **RAINBOW FAMILY SAFETY AND HEALTH ISSUES**

### **Travel**

#### **- Vehicles**

1. Congestion
2. Rough roads and visibility
3. Narrow roads, limited vehicle parking sites
4. Walking, children playing
5. Parking on pipeline roads and travel areas

### **Environmental Issue**

#### **- Dogs**

1. Bites, diseases and sanitation

#### **- Black Bears, raccoons**

1. Bites, diseases and sanitation

#### **- Camp sanitation**

1. Disposal of gray water
2. Hand washing facilities
3. Potable water sources
4. Preparation and storage of food

#### **- Garbage/Solid Waste**

1. Proper disposal of garbage
2. Insects, rodents, and animal problems

#### **- Human Waste/Hygiene**

1. Failure to develop adequate number of toilet facilities and treatment methods
2. Failure to use developed toilet facilities or bury individual waste
3. Disposal of feminine hygiene products and condoms
4. Contamination of downstream water sources

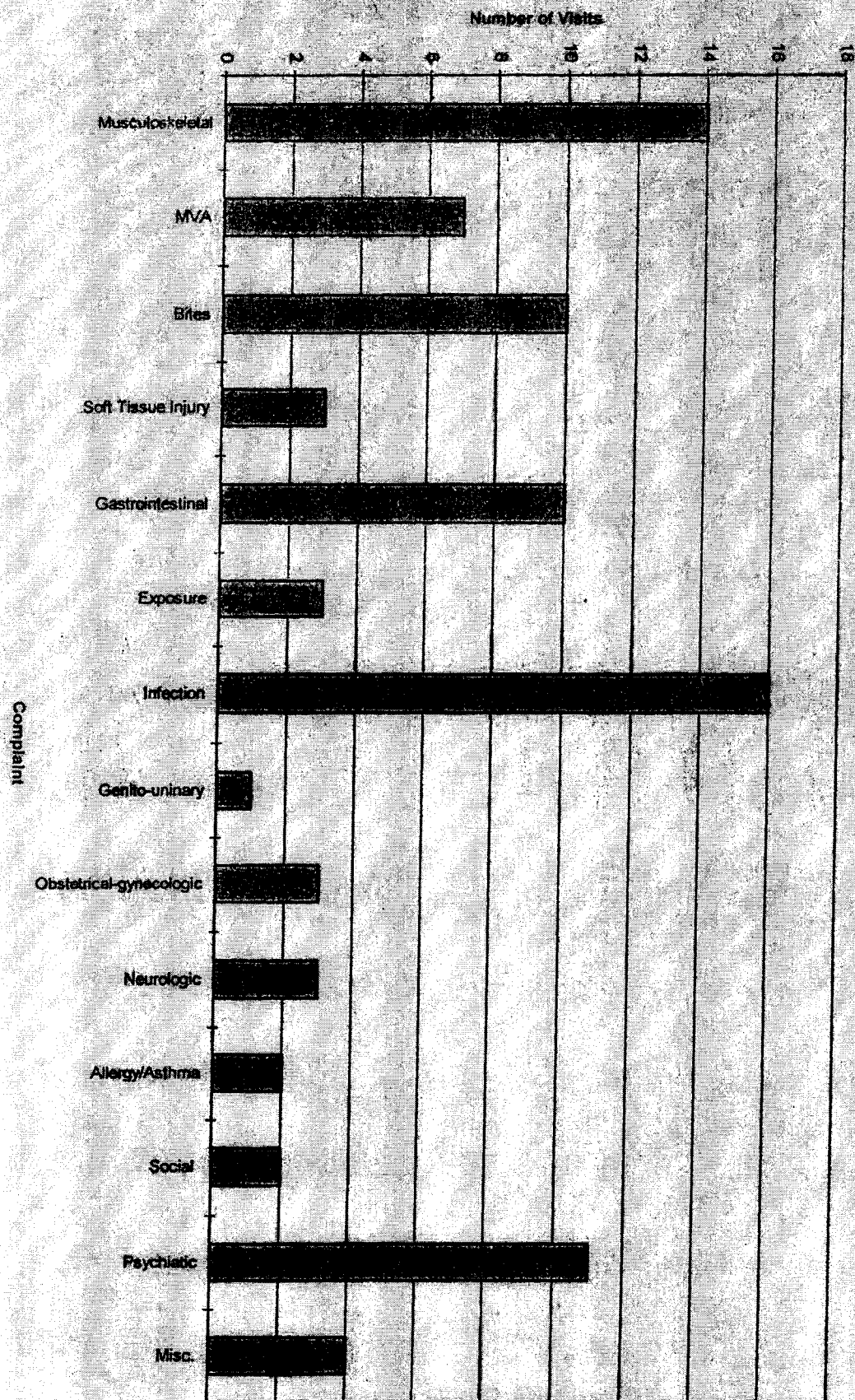
#### **- Weather**

1. High humidity, wind, rain and lightning

### **Health Issues**

1. Exposure to all classes of Communicable Diseases
2. Foodborne Illness
  - Biological Hazards
    - Bacteria, bacteria toxins, viruses, molds, parasites
  - Chemical Hazards
    - Oil tank storage, oil and gas pipelines
3. Poison ivy, Poison Sumac
4. Ticks/Lyme Disease
5. Rattlesnakes
6. Polluted drinking water (bacteria, Giardia, sulphur, iron)

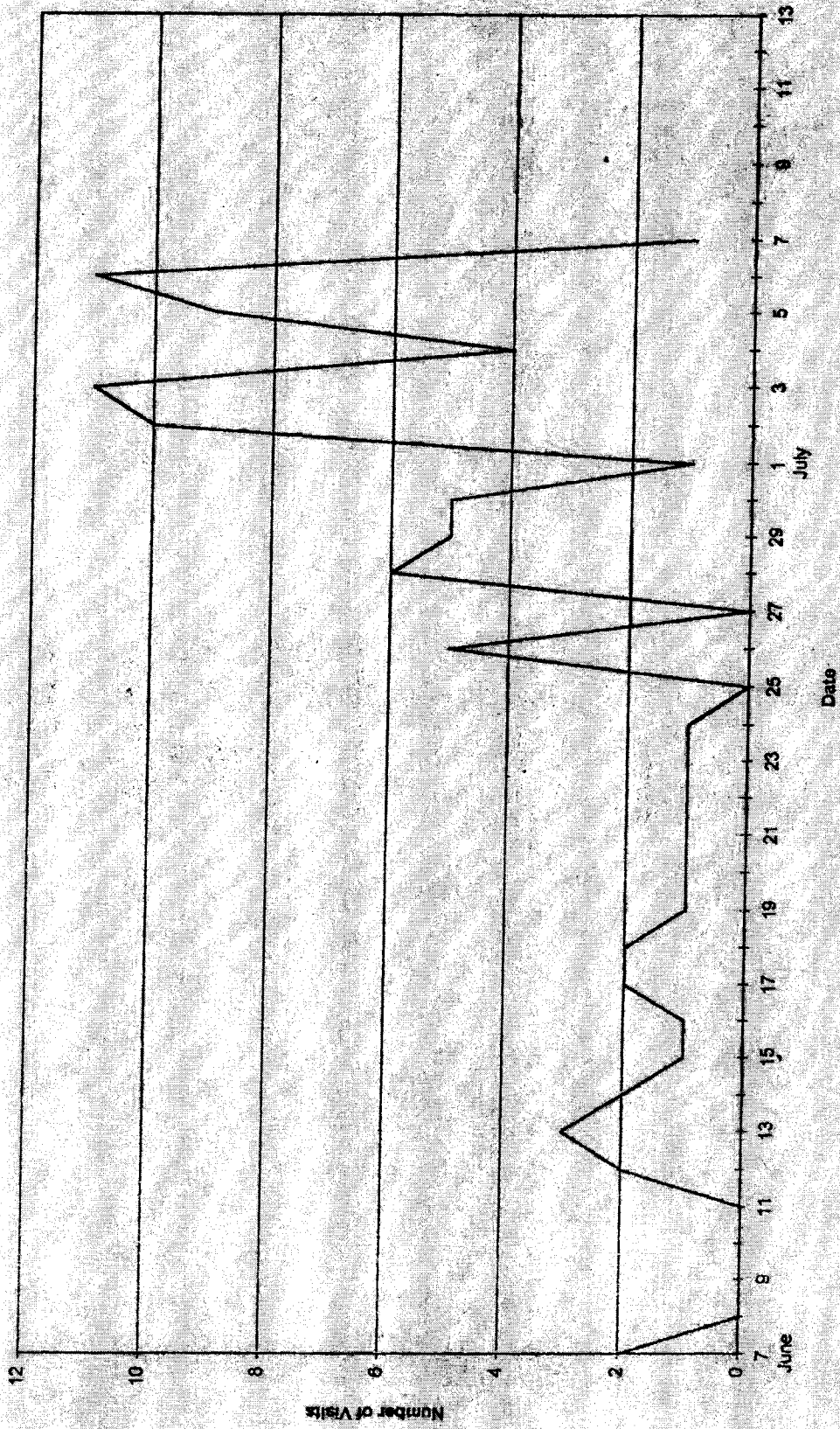
***APPENDIX 2***



Visits to Community Medical Facilities  
June 7 - July 9, 1999

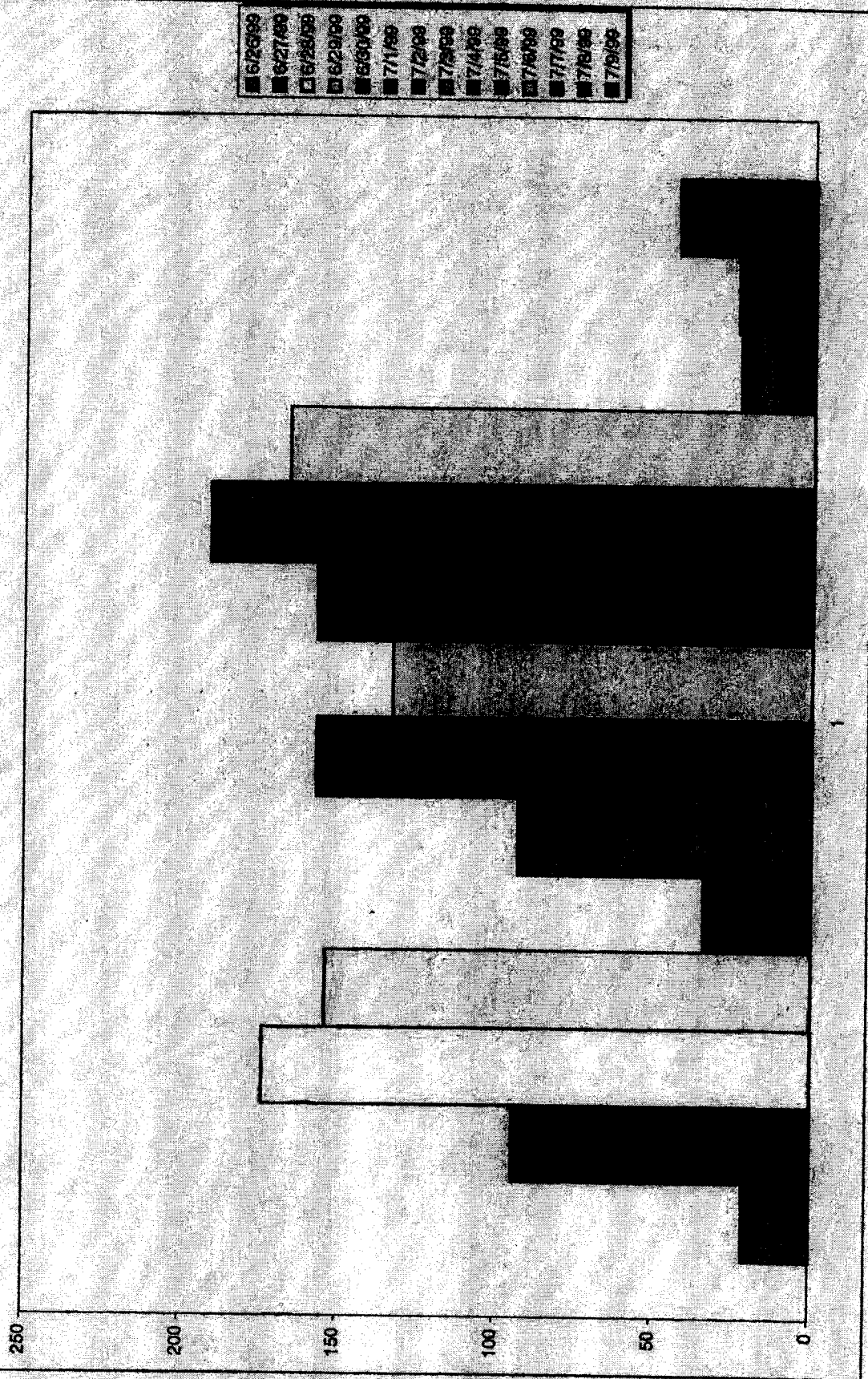
***APPENDIX 3***

Visits to Community Medical Facilities



**APPENDIX 4**

# Pennsylvania State Police: Arrests, Citations, Accidents, Warnings, and Other Responses





**APPENDIX 6**



# Allegheny National Forest

United States  
Department of Agriculture  
Forest Service  
Marienville Ranger Dist.  
H.C. 2 Box 130  
Marienville, PA 16239

Contact: Bernie J. Marocco ( Engineering Tech.)  
Telephone: 814/ 927-6628  
Fax: 814/927-2285  
e-mail: bmarocco/r9\_allegheny@fs.fed.us

June 9, 1999

## *Findings from the June 5, meeting and area reconnaissance for the Rainbow Gathering site:*

After the initial meeting at Bear Creek Campground Leon Blashock, Bill Peterson, and myself proceeded out to inspect the proposed access routes down into the Rainbow Gathering site near the confluence of Bear and Little Otter Creeks located in Warrant 2037 of the Portland Mills Quad. The proposed access routes reviewed at this time were FR 393 and FR 168. Existing conditions were also documented with a video camera.

### **... R 393 Pole Run Road ( gated closed, FS jurisdiction, TSL C, Maint. Level 2 )**

#### **A. Good surfacing on FS system segment**

A recent timber sale about 5 years ago left the road in good shape with adequate pit run surfacing for a solid template.

Gate will be opened for vehicle access and parking.

We recommended they notify NFG to inquire about parking near pipelines and wells.

#### **B. Approx. mp 0.7: proposed access route departs pit run FS segment and heads eastward towards Bear Creek via a non-system native surfaced road.**

This segment is native surfaced with some minor entrenchment creating approximately 2, 25' segments with a potential for rutting.

For the most part this road runs along a ridge-top location that provides good cross slope drainage and favorable soil types.

It was agreed to try applying pit run stone ( if available ) or slash for cushioning in those segments with rutting potential.

This road will be blocked with a vehicle approximately 0.3 miles from where this non-system road intersects with FS 393.

There will also be vehicle and pedestrian access to a proposed meeting site located in a game plot via this non-system road.

#### **C. Approximate map location '2' on the Rainbow Gathering Topo Map**

FR 168 Little Otter ( gated closed, OGM jurisdiction, TSLD, Maint. Level 2 )

**A. Marginal surfacing**

This is a seeded road with shallow pit run surfacing. It only has supported light vehicle traffic for ogm service.

Several NFG pipelines and well facilities are located behind this gated road. The road has no constructed turnouts.

It was agreed to keep this road gated closed and only allow foot travel access to the lower gathering site at the confluence of Little Otter and Bear ( approximately a 1.5 mile walk ).

Temporary vehicle access to approximate mp 0.5 at the 'Foot Travel Welcome' sign would be allowed to haul water line and other kitchen materials in.

**B. Non-system and ogm rd. pedestrian access to lower Little Otter and Bear Creeks**

Two non-system roads take off from the ogm portion ( cyan colored segment, on the *Rainbow Gathering topo map* ) of fr168.

We only walked down the shorter route oriented S, SE and running directly down the hill to Little Otter Creek ( map location '1' on the *Rainbow Gathering Topo Map* )

This road had grades in excess of 15%, it's entrenched, and aligned perpendicular to the fall line which has resulted some severe erosion which occurred prior to Rainbow entry.

We noted several old lead-off ditches that could be made functional with the construction of a waterbar at each lead-off ditch. The waterbar construction would be required during route rehab following event clean-up.

**Brushing and Grading on FR 135**

**A. FR's 135, 136, and 145 grading as a safety measure:**

FR 135, one of the main access routes into the Rainbow site from Ridgway and FR 136 is currently scheduled for blading early this summer. Planned grading of FR's 135, 136, and 145 were moved up to begin the week of June 14.

As a safety measure, it's hoped that grading of these roads will remove wash-boarded conditions and provide better handling and control to light vehicles travelling on these routes.

**B. Brushing along FR 135 to improve sight distance:**

Because of heavy vegetation and poor sight distance along curved sections of FR 135, it was decided to try to do some manual brushing along critical segments.

On June 8, a prison brushing crew began working on the most critical road segments to improve safety sight distance.

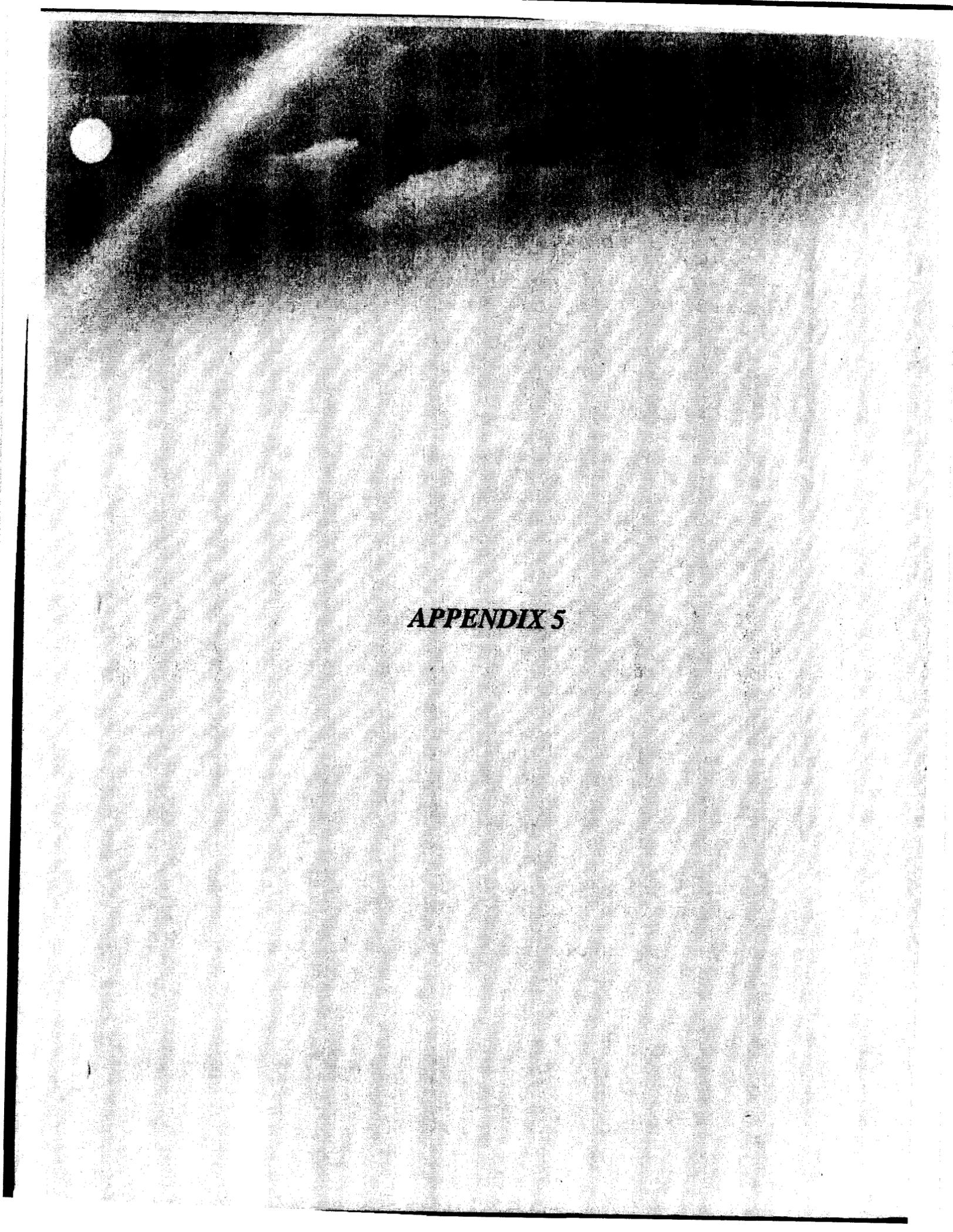
**IV. Open local pits for vehicle parking**

It was agreed to open up the gated pit just west of 168 along fr 135 to provide additional vehicle parking.

We also provided Rainbow organizers with a detailed area map showing other near-by pits and forest road facilities that would be available for spill-over parking.

We also discussed using these pit sources for a little borrow stone to help armor weaker road segments like those discussed above in I.B.

Bernie J. Marocco (Engineering Tech.)



***APPENDIX 5***

927-6623



U.S. Forest Service  
Marienville Ranger District  
RC 2, Box 130  
Marienville, PA 16239  
Phone: (814) 927-5628 (Commercial)  
(814) 927 7285 (FAX)

TO: Bill Moriarity  
SUBJECT: Rainbow Gathering

MESSAGE: Biological Concerns -

4 pages - written (list)

5 pages - map

DATE: 6/10/99

PAGES TO FOLLOW: 9

FROM: T. STEFFAN

If this fax is unreadable please contact this office at the above numbers.

## biological concerns -

## "The Gathering"

(1)

1. timber rattlesnakes - can not kill them (protected)
  - concern for human safety
  - rock outcroppings are winter denning sites & may be basking areas - do not trash or alter
  - keep campfire smoke clear of crevices
  - snakes could be found anywhere - foraging the valley
2. Northern water shrew - Regional For. List of sensitive species (protect)
  - found in Bear Creek, have small home ranges
  - sensitive to water pollution & changes in stream bank habitat
  - minimize number of stream crossings
  - keep stream banks and stream side vegetation unchanged
  - do not remove any standing or down dead wood from stream or within 100' of streams
3. Indiana bat - Endangered species (protect)
  - stream corridors & beaver dams are excellent foraging areas
  - water pollution can destroy the insects on which they feed
  - Do not cut standing dead trees for firewood
  - trees with cavities & loose bark may be maternity colonies & roost sites
  - don't let campfire smoke fill rock which may also hold bats

biological Concerns — (continued)

(2)

4. Control your dogs — disturbing or killing wildlife

5. Protect nesting raptors + great blue heron — species sensitive to human disturbance  
— do not camp under trees containing "stick nests"  
— large beech, white pine + spruce are favorite nest sites for herons

6. Protect rare plants — Do not pick  
— small communities of pink lady's slipper and other rare plants occur in the area

7. Do not pollute springs, seeps + streams of any size (Keep silt + waste out of all water sources)  
— protect beaver dams — do not remove lodges or dams  
— stay away from unstable banks

8. Protect alluvial soils deposited where smaller streams enter Bear Creek (soils are rich, soft and easily damaged, if disturbed become sources of siltation)

9. Protect brook trout fishery — Bear Creek, lower portion of Otter Run and possibly other streams hold native brook trout

10. Protect amphibians — their habitat is usually confined to within 50' of springs, seeps + streams

Biological Concerns - (continued)

(3)

11. Water quality - maintain adequate buffers between all waters and sources of human waste, foot paths, vehicle access, fuel source, garbage, animal waste

12. Safety - stay away from wells (gas or oil - new or old "casings")  
- no vehicles on pipelines

13. Woody shrubs - shrubs produce soft mast for wildlife + provide habitat for nesting, foraging + cover - no "brush" clearing

14. Protect facilities - Little Drummer Hiking trail has 1,000's ft. of board-walk, signs, foot-bridges, toilet, 6 waterfowl impoundments - mgt. by PA Game Comm. (signs, gates, water control structures).

15. Protect Wetlands - swamps, marshes + bogs are numerous and very easily damaged by vehicles - Stay out of them.

16. "Species" Collecting - the collecting of plants, small mammals, insects (butterflies, dragonflies etc.), birds, amphibians + reptiles from the Forest is forbidden

Ecological Concerns (continued)

(4)

17. Use of Wildlife Food plots

- (A) my recommendation is to protect them all (cost to build is \$1000 per ac.)
- (B) All the plots have been paid for by partnership funds.  
Grouse Soc., Turkey Fed., Game Commission
- (C) 3 plots along FR 136 and the impoundments are maintained by the PA Game Comm.
- (D) "none of the plots" have been "hardened off" to support cars

\* \* IF they must be used for parking -

- (A) Stay out of the wet, small or difficult to get to, ....  
(no road)  
Reference # ①, ②, ③, ④, ⑤, ⑥, ⑦

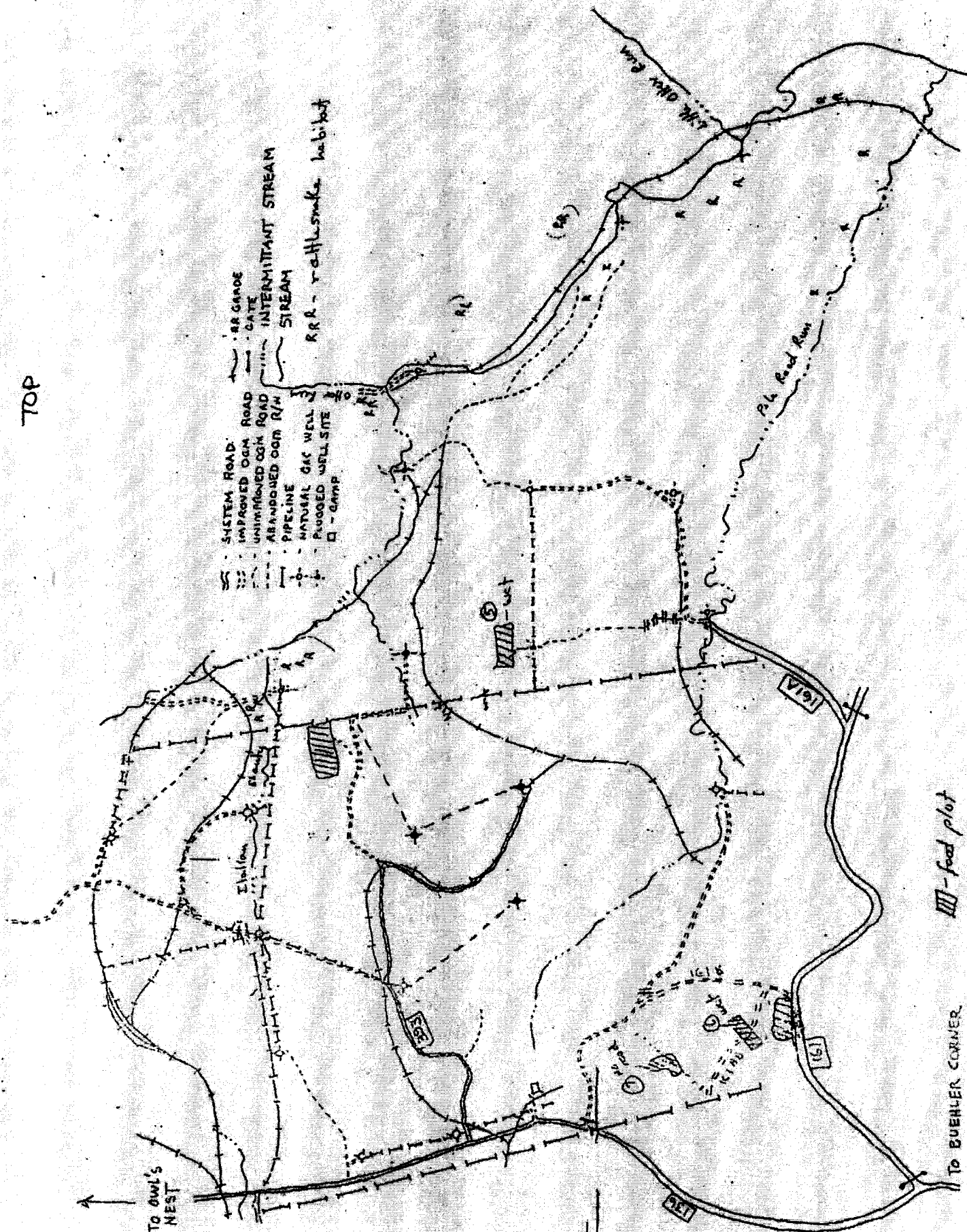
\* Special Note - under no conditions should ①, ② or ③ ever be used for parking \*

- (B) All the remain plots have wet areas - will easily rut

- (C) IF "the need is extreme" - all plots (except ①, ② + ③) could be used - but I suggest they be for long-term parking (for the duration of the gathering - once-in, once-out) - to minimize rutting, roads, etc

\* (D) IF "incident-rehab" dollars are available - use all plots (except ①, ② + ③) - and we'll be glad to re-till & seed next spring (plan on \$1,000 per acre).

TOP

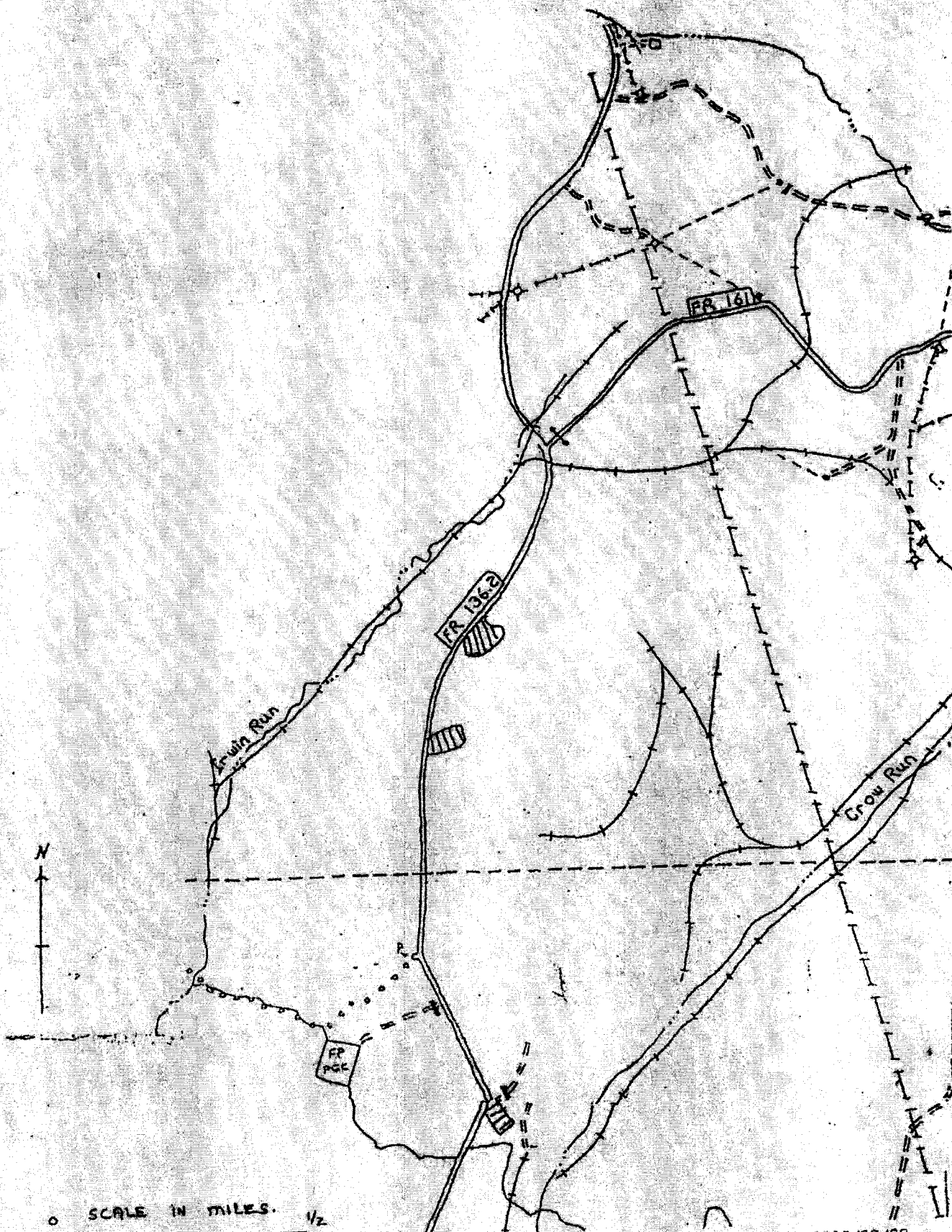


11 - food plot

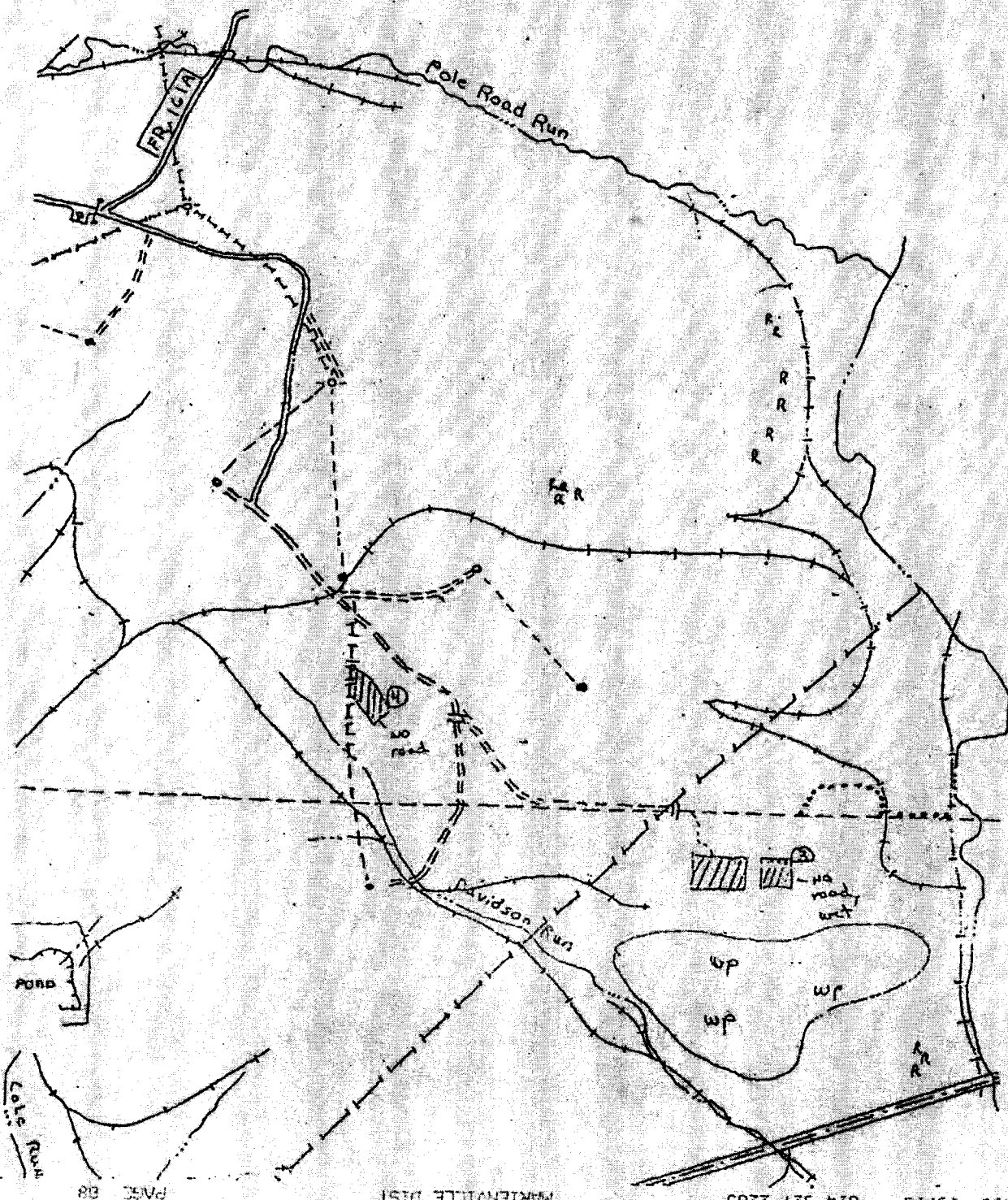
TO BUEHLER CORNER

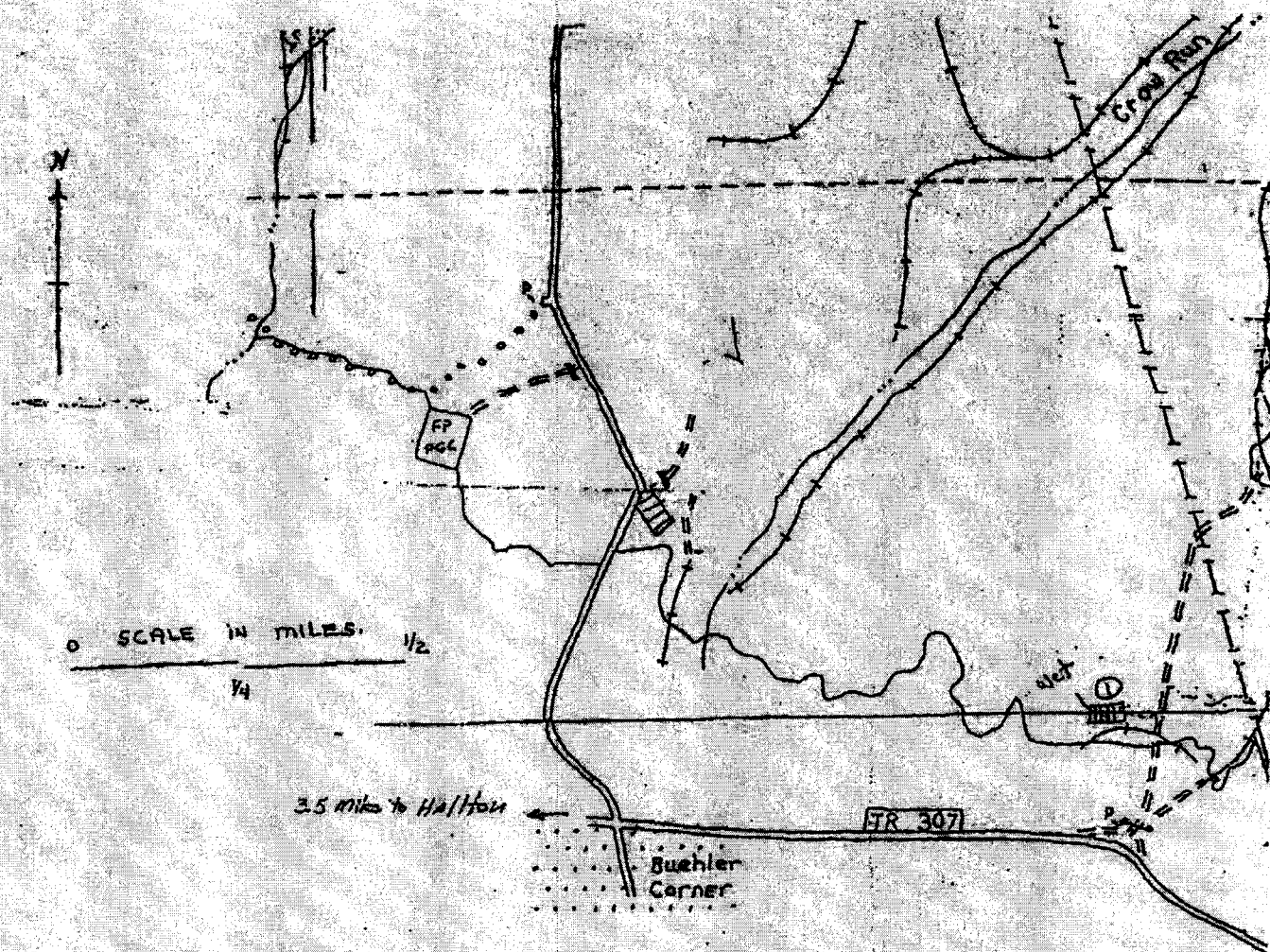
NW

1.75 miles ↑ To Owl's Nest



NE





# MAP #4

## Man-Made Features

Grouseland IPS

Owls Nest OA

Compartment 94, 102, 103, 105, 106, 107

## LEGEND

- ~~~~~ Stream
- ==== Improved Road
- === OGRI, Unimproved woods or Maintenance road
- ooooo - ATV/Snowmobile Trail
- + + + Old RR Grade
- - - Active Pipeline
- - - Inactive pipeline or old pipeline r/w

RAP - rattlesnake whist

- Abandoned pipeline or r/w
- o- Active gas well
- Inactive gas well or plugged well
- Restricted Area (CR)
- Forest Service Gate
- o-o Pennsylvania Game Commission Gate

- WP - u
- RA REC - f
- P - f
- - f
- - f

SW



# Rainbow Family Gathering

## Heritage Resources

The Rainbow Family on the Allegheny National Forest is "planning" to hold their annual national gathering in the Bear Creek Drainage on the Marienville (Ridgway) Ranger District on the Allegheny National Forest. Heritage resources on record in the area of potential effect (APE) includes a series of historic logging railroad grades associated with the Bear Creek Tramway and historic logging camps. There are no known prehistoric heritage resource sites in the area of potential effect. In addition, one newly recorded site, an historic oil well, was identified in the area.

On June 5, 1999 a cultural resources phase I walkover survey was conducted by Allegheny National Forest Heritage Resource Program Leader Richard P. Kandare in the proposed area of potential effect. He was part of a team of other resource specialists (William Moriarity and Scott Reitz) who examined the area in question.

During their visit, a previously unidentified heritage resource site was encountered and recorded. This site, the Bear Creek Wood Casing Oil Well (CRIF # 09-19-02-671), consisting of an historic oil well with a wood casing was discovered along a footpath trail on the west side of Bear Creek approximately equidistant (ca. 250 meters) between the confluences of Otter Creek and Little Otter Creek. Several pieces of green and yellow flagging were placed in the immediate vicinity of the well to mark its location for protection and future relocation and monitoring. The well is approximately 10 meters west of Bear Creek and is a flowing well. The water has a sulphuric smell to it.

Using the information provided in the USDA Forest Service Region 9 Cultural Resource Inventory Form recorded by archaeologist Andy Myers on May 16, 1990, the "Pole Road Run Lumber Camp" (CRIF 09-19-04-270) was relocated by the above mentioned resource team based on a site location map (i.e., portion of the Portland Mills, PA quadrangle showing the site's location in relation to topographic features) attached to the site form. The location description on the site form: "Area is located on a beautiful flat near the confluence of Bear Creek and Little Otter Run in the extreme eastern portion of Pole Run Survey" also fits the area in question. According to Myers (1990), the Site is described as follows: "Site consists of a large opening with wagon trails and railroad grades present. Several apple trees exist in the area with remnants of a large splash dam present." Several apple trees were noted by the team in the area in question. Our cursory examination did not positively identify any wagon trails and railroad grades on site, but the height of the grass in the area combined with the limited time that we spent examining the site may have precluded rediscovering evidence of these features.

Although the site location map and the location description on the site form fit the location, the sketch map enclosed with the site form did not seem to be of this particular site and location. In other words, the sketch map is problematic.

What was highly evident and clearly visible was a banner on a white sheet hanging from a tree in the middle of the opening. Verbiage indicated that it was directly related to the Rainbow Gathering. Nearby stuck in the ground was a feather tied to a stick. Rainbow informants questioned later on FK 168 indicated that the banner and the other object were located in the area where they planned to hold their events involving a "circle." At the time of our visit to the site, we were under the impression that the circle was to located at the mouth of Otter Creek. This was as a result of the meeting that we along

with Marienville District Ranger Leon Blashock and several other resource specialists had with the Rainbow Family Council earlier in the day. This would have placed the area of potential effect about 1 kilometer (.8 mile) to the north. With this in mind, combined with the absence of artifacts and sensitive cultural features on the surface, it was decided not to ribbon ("flag") the cultural resource site for avoidance. Also with this in mind it was decided that site CRIF 09-19-04-252 was located too far south of the proposed circle location to be within the area of potential effect and therefore we did not undertake a field visit to the site.

#### Potential Effects

The potential effect of the Rainbow Family Gathering on the historic logging railroad grades is estimated to be minimal. The effect of foot traffic on the grades is expected to not have a great impact on the grades.

There will be no potential effect on the "Bear Creek Wood Casing Oil Well (CRIF # 09-19-02-671) if the Rainbows work closely with the ANF to protect this resource.

The effect to the two lumber camps are unknown at this time. Both sites could suffer devastating impacts if they are, in fact, "ground zero" for the Rainbow Gathering. Ground disturbing activities such as the construction of slit trenches, hearths, kitchen areas, etc. could adversely effect the condition and integrity of the sites in question. Having the rainbows avoid these sites would serve to protect the sites, but given the topography in the Bear Creek drainage, there appears to be no other location suitable for such a gathering of this size and magnitude.

#### Recommendations

It is recommended that a crew or crews of heritage resource specialists from the ANF be dispatched to the area of potential effect as soon as possible to conduct emergency recordation, subsurface testing, and other investigations prior to the area being impacted by the Rainbow Gathering and to work closely with the Rainbows to protect and preserve any significant or potentially significant heritage resources identified by the heritage team on the ground in the area of potential effect.

More specifically, it is recommended that both lumber camp sites be revisited, photographed, and examined on the ground in a systematic manner. Site 04-270 should be mapped. In consultation with the Rainbows, areas that may be subject to ground disturbing activities should be shovel tested. Documentation should be collected in a manner that would allow the heritage to monitor the effect of the gathering on significant or potentially significant heritage resources.



United States  
Department of  
Agriculture

Forest  
Service

Bradford  
Ranger  
District

Star Route 1, Box 88  
Bradford, PA 16701  
(814) 362-4613

Reply To: 1950

Date: June 8, 1999

Subject: 1999 National Rainbow Gathering

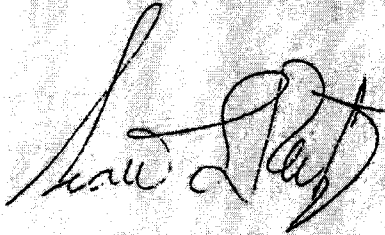
This letter documents the on-site review conducted at the Bear Cr. rainbow gathering site on Saturday, June 5, 1999. The purpose of my visit, was to notify members of the rainbow family of wildlife related concerns in the Bear Cr. drainage, and to conduct a preliminary review of the site to identify other wildlife concerns or possible impacts to TES species. The following is a brief summary of the review:

We initially met at the Bear Cr. C.G. to discuss wildlife, heritage, soil and water and road or access related concerns. The following are wildlife related concerns discussed:

1. There have been several Timber Rattlesnake sightings in the Bear Cr. drainage, including dispersal of up to a dozen snakes from a den site. Although we don't expect snakes to be concentrated at a den site at this time of year, due to the large number of people attending the gathering, it is very likely that some people will encounter a snake. I informed family members present of this fact and talked briefly about precautions to take that would reduce the likelihood of an encounter. Some members expressed concern over this and said they would kill a snake if they saw one. Both Leon and I informed the group that the timber rattlesnake was protected by law and should not be harmed. Although I think most of the family members present would not harm a snake, if there was an encounter. I told the family that I would identify with pink and black striped flagging, any rocky areas or other sites that I felt might be used by snakes and that these areas should be avoided.
2. I told the family that the northern water shrew, which is a sensitive species for the ANF had been found in the Bear Cr. drainage. I talked briefly about this species and explained that they could protect its habitat by keeping their stream crossings to a minimum and by not removing any large woody debris along a stream for firewood.
3. I discussed briefly that the Indiana bat had also been found in the Bear Cr. drainage and that they could protect possible roosting sites for this species, as well as other bats, by not cutting down any trees that had sloughing bark.
4. I mentioned that this was the time of year when fawns were being born, and expressed a concern over the number of dogs that might be brought to the site. I strongly recommended that dogs be leashed or controlled in some way, in order to prevent harassment of deer, as well as other wildlife by dogs running loose.

I got the impression that most family members were genuinely concerned over protecting wildlife and wildlife habitat in this area and was asked to provide flyers that would summarize our wildlife related concerns, as well as to provide suggestions as to what things they could do to minimize impacts to wildlife. I agreed to do this, and would try to have flyers available for distribution by the weekend of June 12th.

Following our meeting in the campground, Bill Moriarty, Rick Kandare and I, looked at lands along the Bear Cr. bottom from its confluence with Otter Cr. and Pole Road Run. We looked at several spring locations, possible access and streamcrossings and three beaver ponds and associated meadows, including their "welcome home" site at the confluence of Pole Road Run and Bear Cr. Based on this preliminary review, and on conversations I've had with Terry Steffen related to wildlife use and occurrence in the area, I did not identify any wildlife or TES species concerns, that would preclude use of this area by the rainbow family. However, since the family had not yet occupied the area, specific sites where erosion and disturbance are likely to occur, could not be identified. Considering this, I recommend that once use areas and trails are established, wetland, or other unique/sensitive plant communities be inventoried and evaluated, in order to better assess potential effects to State listed plant species, or uncommon or unique species that might be affected.

A handwritten signature in dark ink, appearing to read "Scott L. Reitz". The signature is stylized with a large, sweeping initial "S" and a cursive "L" and "R".

Scott L. Reitz  
Wildlife Biologist

**APPENDIX 7**

## Rainbow/Bear Creek/Water Quality Monitoring - 1999

Fecal Coliform Count (per 100 ml)

Date	Control			Streamflow (cfs)		
	Control	Middle	Downstream	Control	Middle	Downstream
6-21-99	15	73	22	4.4	-	6
6-24-99	94	48	10	2.9	-	2.677
6-28-99	420	1320	1650	7	-	14
7-1-99	15	40	13	5	-	5.4
7-6-99	86	178	143	6.2	-	6.7
7-8-99	101	172	124	meter broke		24.5

Fecal coliform counts appear to vary between sites. On most occasions and under low flow conditions, the control and middle sites are higher than the downstream site. A possible reason for the higher readings at the middle site is because this site is located just downstream of the main encampment.

Any fecal coliform that entered the stream near the encampment would have been sampled at the middle site, but may not have survived to the downstream site. The only time rainfall seemed to cause the downstream site to have higher readings was the 6/28/99 sample, which occurred following a rainfall event on 6/27/99. The 7/6 sample followed a rain event, but unfortunately was 2 days afterward and thus may not show the levels that normally occur after a rain event. The same thing occurred as well with the water samples taken on 7/8.

Water samples taken before the Rainbows started gathering would have been beneficial to determine if the counts that were recorded were a result of the high number of people. This would have provided a background in which to compare. The 6/21 reading was taken when approx. 1000-1500 people were already at the site, and 2000 people on 6/24.

It is difficult to make a determination that the increased number of people in the area caused an increase in the fecal coliform counts. The reason is that when the middle and downstream water samples showed elevated amounts of fecal coliform, so did the control. However, it could be assumed that the consistent higher readings at the middle site, located just downstream of the encampment, may have been a result of the numerous people in the area.

**APPENDIX 8**



United States  
Department of  
Agriculture

Forest  
Service

Allegheny National  
Forest

P.O. Box 847  
222 Liberty Street  
Warren, PA 16365  
(814) 723-5150; FAX (814) 726-1465

Reply To: 2720

Date: July 3, 1999

**Rainbow Family Members:**

Attached is the site and resource rehabilitation plan for the Bear Creek area of the Allegheny National Forest. This plan covers all areas impacted by the 1999 Rainbow Family Gathering. Although some site specific needs have been included, most of the specific rehabilitation work will be identified after event participants have departed and actual site impacts can be determined.

All materials and supplies needed to complete rehabilitation of the site will be purchased by the Rainbow Family. This will include but is not limited to tools, equipment, and seed.

All rehabilitation work must be completed by August 1, 1999. If the rehabilitation is not completed or is not effective the Forest Service will complete the project and bill the Rainbow Family for all costs incurred by the government.

If you have any questions, please contact me at 814-776-6172.

Sincerely,

LEON F. BLASHOCK  
District Ranger

cc: [redacted] IC

enclosure

b2 (baw)  
b6  
b7c



# **REHABILITATION PLAN**

## **1999 RAINBOW FAMILY GATHERING**

### **MARIENVILLE RANGER DISTRICT**

### **ALLEGHENY NATIONAL FOREST**

The 1999 National Rainbow Family Gathering is taking place on the Marienville Ranger District of the Allegheny National Forest. The site is approximately five air miles west of the town of Ridgway, Pennsylvania. Members of the Rainbow Family of Living Light (RFL) began gathering and impacting the site on June 4, 1999. It is estimated that between 15,000 and 25,000 RFL members will gather on the site by July 4, 1999.

This rehabilitation plan provides general and site-specific methods, specifications, and guidelines to facilitate the clean up and rehabilitation of the areas impacted by the RFL. The plan is intended to be a guide to assist Forest Service and RFL members to better understand the objectives and expected end-results of the clean up and rehabilitation process.

The National Incident Command Team was given a Delegation of Authority by the Forest Supervisor to manage the effects of the 1999 Gathering on the Allegheny National Forest (ANF). ANF resource specialists have been assigned to work with the National Team in identification of significant forest resources that may be impacted, and in the development of strategies to provide for their protection and post-event rehabilitation.

Since arrival in early June, RFL members have been continually informed of sensitive resource areas within or adjacent to the Gathering site. Forest resource specialists will continue to work with the RFL during the rehabilitation process. Some of the site-specific rehabilitation needs have already been identified. However, additional design work will be necessary after most of the event participants have departed and the actual site impacts can be determined.

**It is expected that all rehabilitation work will be completed by August 1, 1999.**

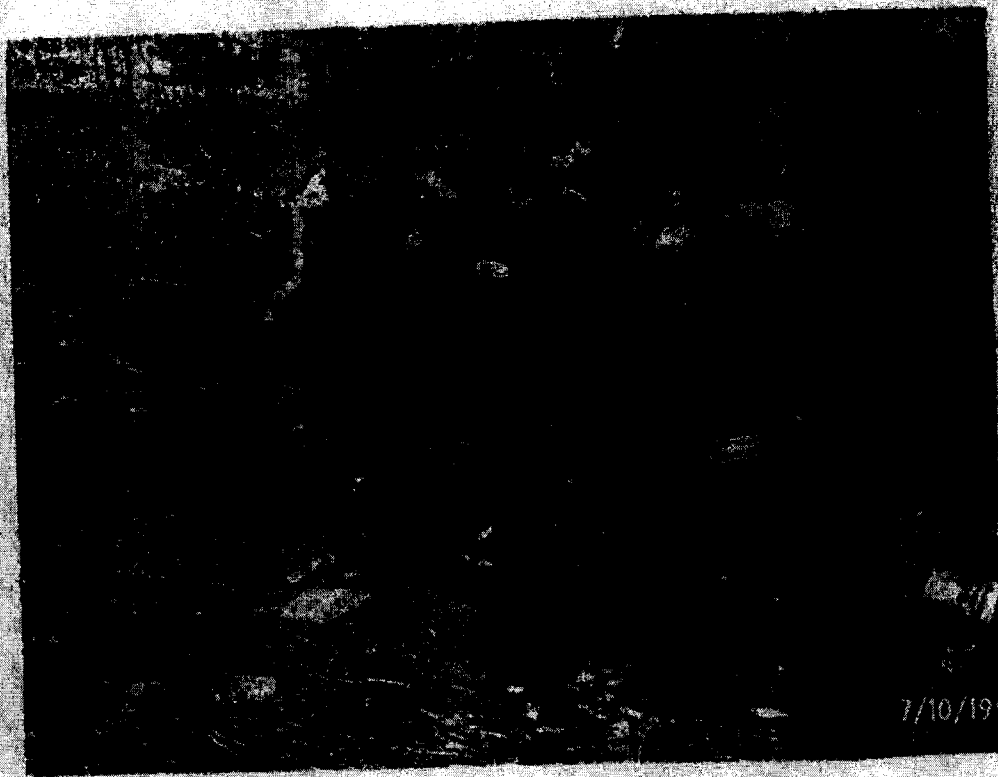
The following are rehabilitation objectives designed to return the site to near pre-gathering conditions:

1. Clean up and rehabilitation includes all areas impacted by the RFL.
2. Physical evidence of human presence created by the RFL will be removed from the site, or rearranged to present a natural appearance.
3. All refuse, litter and foreign material will be removed and disposed of at a recognized sanitary landfill or recycling center in accordance with County and State regulations.
4. All structures and facilities will be totally dismantled. Man-made material will be removed from the site. Other material will be scattered to achieve a natural appearance.
5. All water lines will be removed. Rehabilitation of the springs will be done as per methods identified by the Forest Service.

6. All string, rope, wire, twine, and flagging utilized by the RBF will be removed from the vegetation and disposed of properly.
7. All abandoned dogs, cats, and other animals will be removed by the RBF.
8. All abandoned vehicles will be moved to suitable facilities at the expense of the RBF.
9. All pre-existing improvements damaged by the participants will be repaired or replaced by the RBF.
10. Any closed road opened by the RBF will be closed by methods designated by the Forest Service.
11. Areas of exposed mineral soil, to be designated by the Forest Service, will be scarified or aerated and seeded. To ensure revegetation within one growing season, seeding will be completed as soon as possible after people leave the area of impact.
12. Trails that were created or enlarged by gathering participants will be obliterated and restored following ANF restoration guidelines.
13. To minimize erosion, all trail segments and disturbed areas on slopes over 15 percent will have erosion control structures in place prior to August 1, 1999. Erosion control design will be specified by the Forest Service.
14. Fire pits will be filled with the native material that was removed from the pit. Rocks will be scattered to appear natural to the surrounding area.
15. Slit latrines will be covered with native material originally removed from the pit and mounded with excess material to allow for settling. All fecal material will be completely covered with ash or lime before covering with soil.
16. Compost pits will only include natural decomposable material. Compost pits and gray water pits will be covered with dirt and mounded with excess material to allow for settling.
17. All creek crossings and stream banks will be returned to pre-gathering condition. Erosion control measures will be designated by the Forest Service. Stream crossings will be the last areas rehabilitated prior to leaving the site. This will ensure that no further damage will occur to the creek and riparian areas.
18. Parking areas will be restored as designated by the Forest Service.
19. Wildlife food plots may require scarification and re-planting. Rehabilitation needs will be assessed after most of the participants have departed. Alternative seeding mixtures may be required for wildlife habitat.
20. Seed specifications and seed rate shall be determined by the Forest Service at the end of the Gathering. Seed shall be certified .04 percent or less weed free. Certification tags will be provided to Forest Service resource personnel. A proper seedbed will be prepared by scarification of the soil.

with the appropriate tools, such as rakes. The seed should be spread and worked into the soil by raking. The seed will be covered by no more than 1/2 inches of soil.

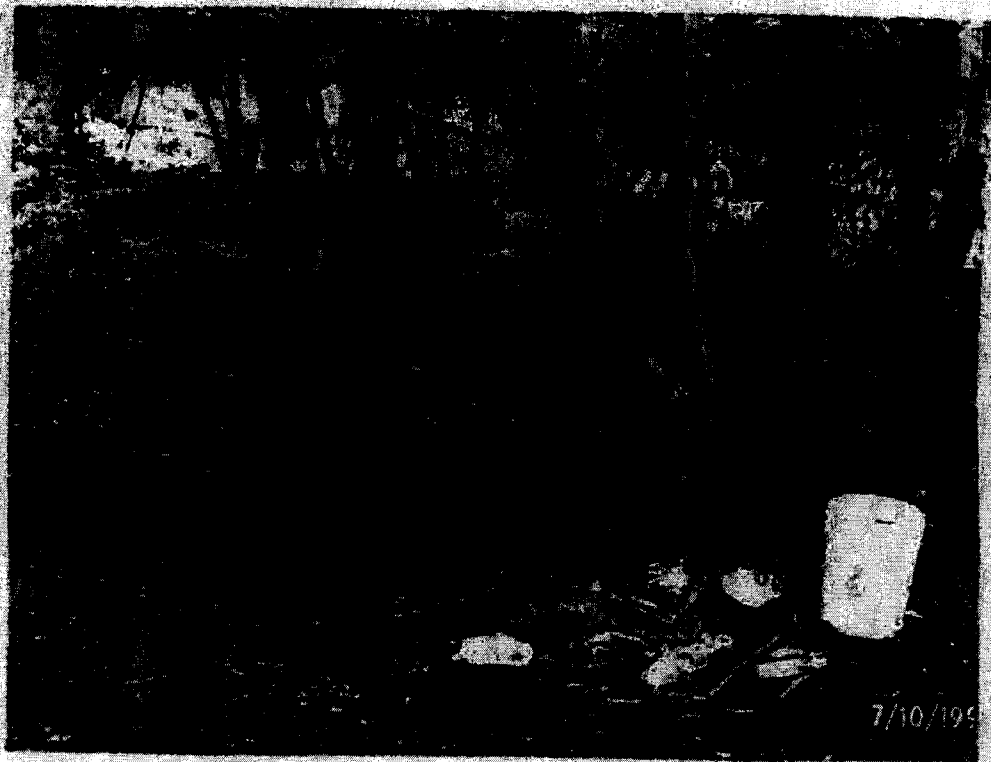
**APPENDIX 9**



**Fig. 1 RECYCLING CENTER NEAR KIDDIE VILLAGE**



**Fig 2. GARBAGE COLLECTION AREA NEAR THE END OF FR161A**



**Fig. 3 TRAIL DEVELOPMENT AND GARBAGE LEFT NEAR BEAR CREEK**



**Fig. 4 KIDDIE VILLAGE**



**Fig. 5 TRAIL DEVELOPMENT AND ENCAMPMENT ON FR161A**



**Fig. 6 TRAIL DEVELOPMENT NEAR KIDDIE VILLAGE**



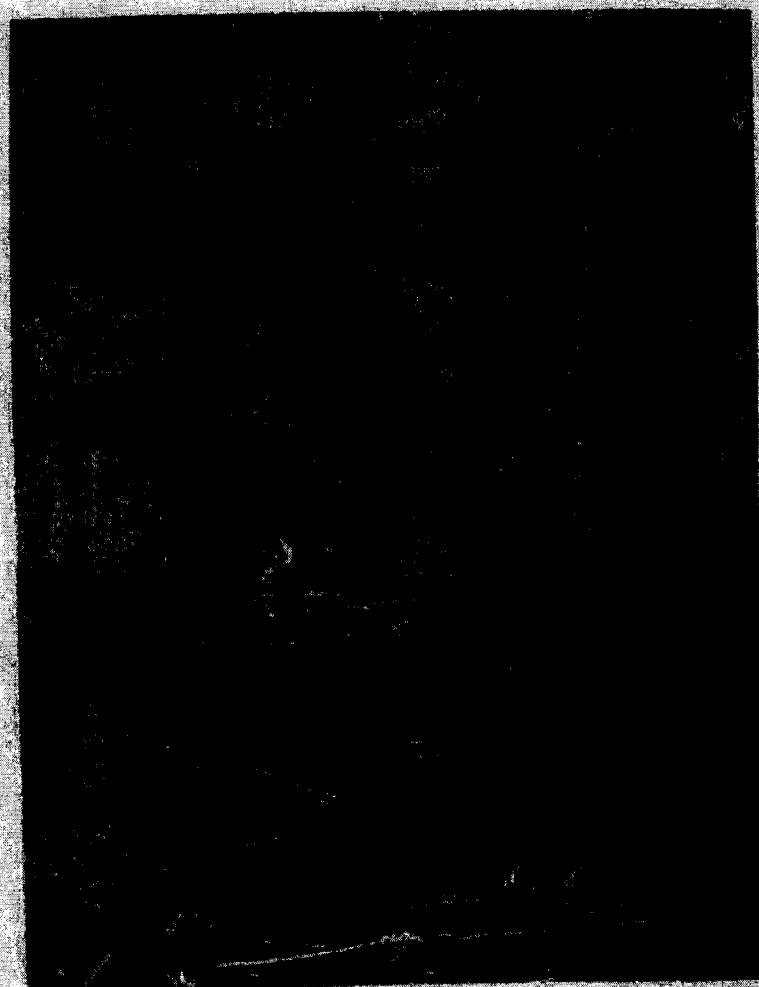
**Fig. 7 TRAIL DEVELOPMENT TO ANUNDA KITCHEN AND CALM**



**Fig. 8 TRAIL DEVELOPMENT ABOVE MAIN CIRCLE NEAR INFORMATION CENTE.**



**Fig. 9 TRAIL DEVELOPMENT ADJACENT TO RIPARIAN AREA**



**Fig. 10 TRAIL DEVELOPMENT WITHIN RIPARIAN AREA**

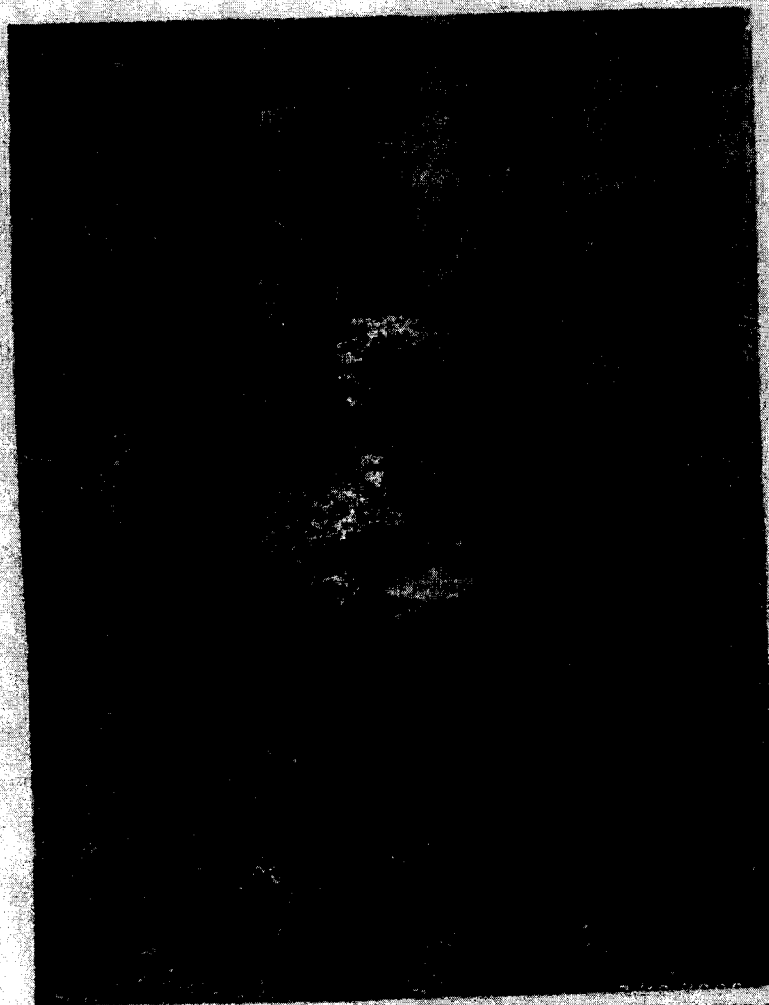


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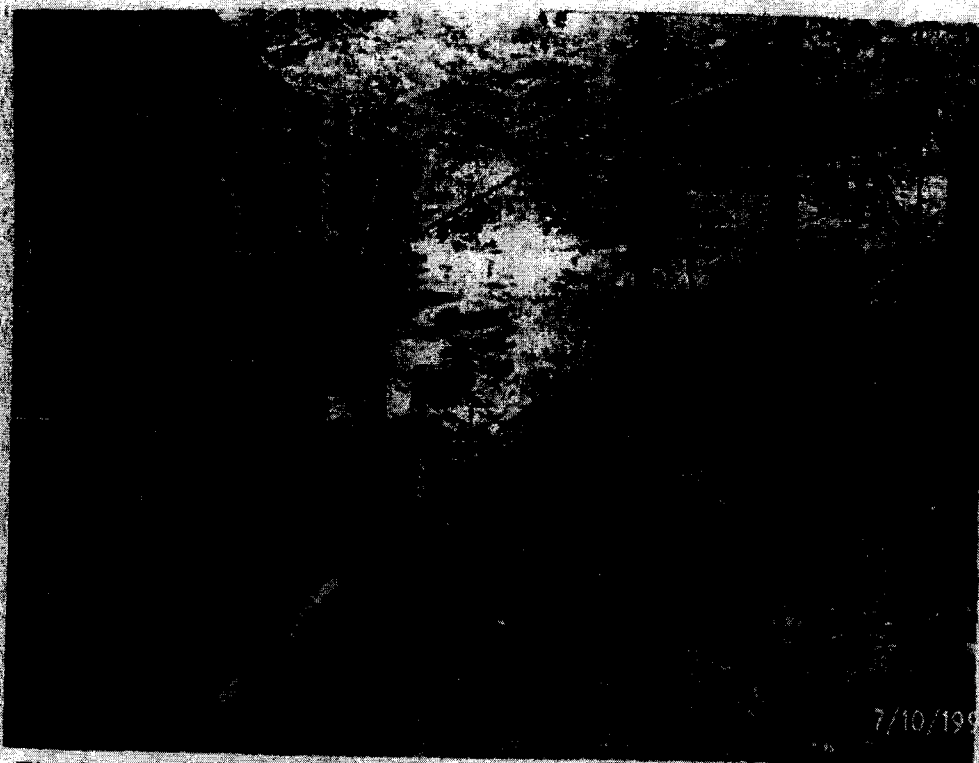
**Fig. 11 TRAIL DEVELOPMENT NEAR FR161A**



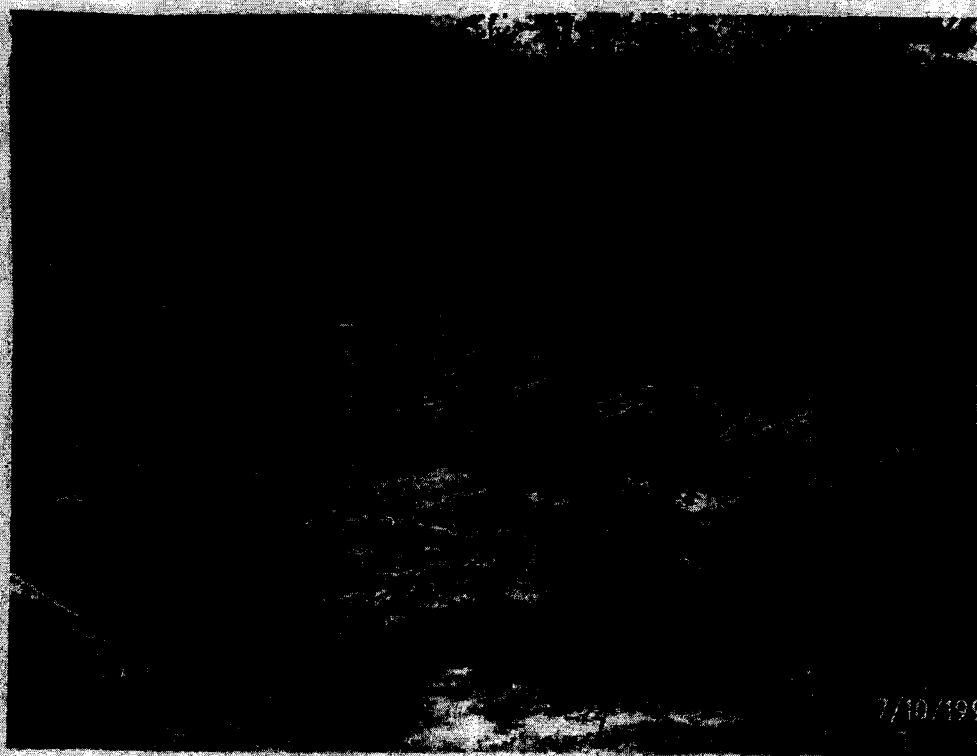
**Fig. 12 SPRING DEVELOPMENT NEAR KATUA KITCHEN**



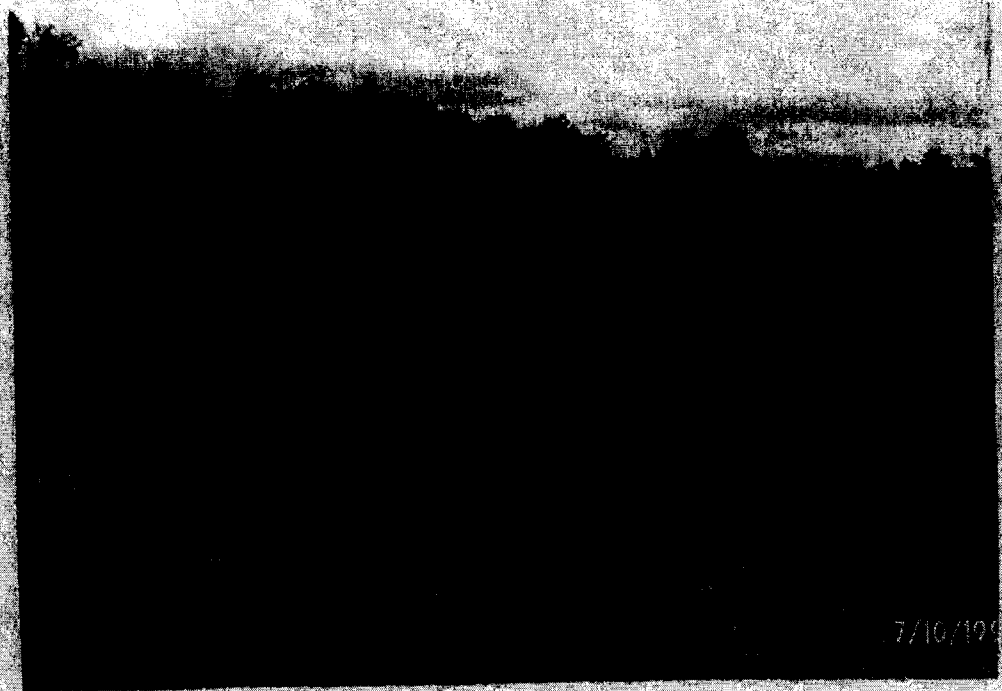
**Fig. 13 SPRING DEVELOPMENT NEAR MAIN MEADOW**



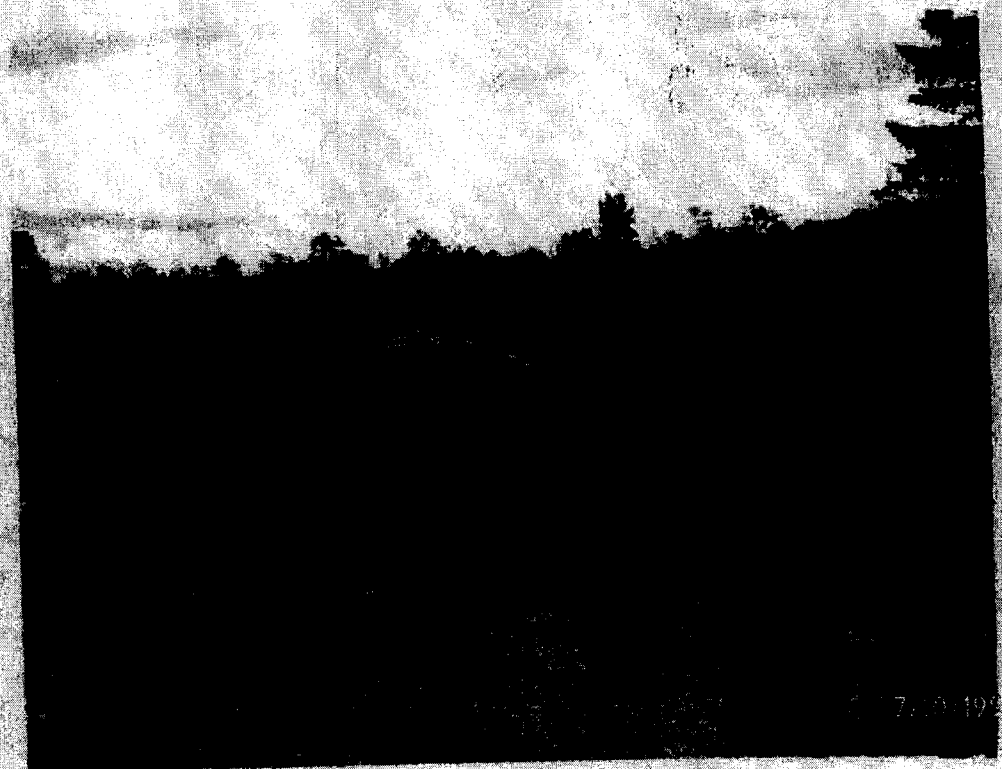
**Fig. 14** *STREAM CROSSING ON BEAR CREEK*



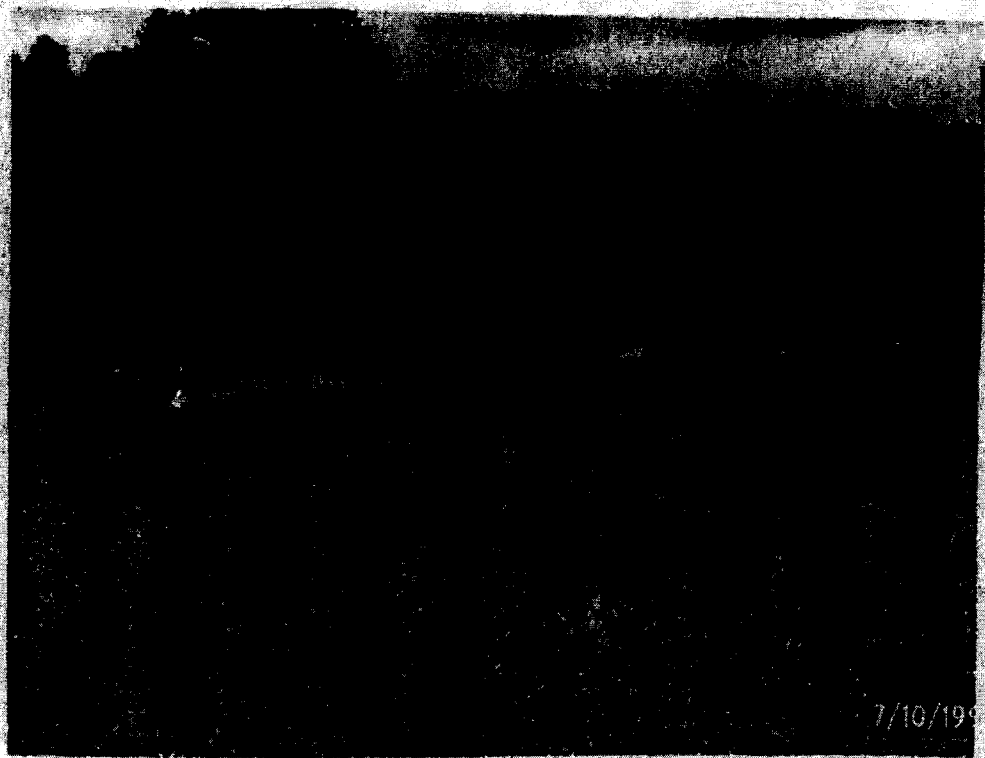
**Fig. 15** *STREAM CROSSING ON BEAR CREEK*



**Fig. 16 PARKING AREA AT OWL'S NEST (PRIVATE)**



**Fig. 17 PARKING AREA AT OWL'S NEST (PRIVATE)**



**Fig. 18 MAIN MEADOW**



**Fig. 19 MAIN MEADOW**