

# **Rainbow Family National Gathering 2001**

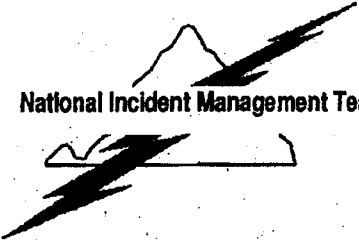


**National Incident Management Team**

*Boise National Forest  
Lowman Ranger District*

## **FINAL ACTION REPORT**

National Incident Management Team



Incident Command Post  
Lowman Ranger District  
7359 Highway 21  
Lowman, Idaho 83637  
208-259-3361  
(FAX) 208-259-3366



July 12, 2001

*B. U. Wasley*

Enclosed is the Final Report summarizing the incident management activities that took place during the 2001 Rainbow Family National Gathering on the Boise National Forest. The gathering occurred during June and July, 2001.

If you have any questions, please call me at (828) 667-██████████. On behalf of the National Incident Management Team, thank you for all the support you and the Boise National Forest personnel provided during this incident.

Sincerely,

██████████  
██████████

Incident Commander  
National Incident Team

*b6  
b7c*

# TABLE OF CONTENTS

Page #

<b>Executive Summary</b>	<b>1</b>
<b>National Incident Team Management Information</b>	<b>5</b>
○ <i>Rainbow Family Background</i>	<b>5</b>
○ <i>2001 Site Selection</i>	<b>7</b>
○ <i>Past Management Approaches</i>	<b>8</b>
<b>Current Management Strategy</b>	<b>10</b>
○ <i>Creating an Organized Response</i>	<b>10</b>
○ <i>Team Contacts</i>	<b>10</b>
○ <i>Delegation of Authority</i>	<b>12</b>
○ <i>Unified Command</i>	<b>14</b>
<b>Command and General Staff Reports</b>	<b>17</b>
○ <i>Safety and Health</i>	<b>17</b>
○ <i>Public Affairs/Information</i>	<b>25</b>
○ <i>Law Enforcement Operations</i>	<b>31</b>
○ <i>Finance</i>	<b>40</b>
○ <i>Plans</i>	<b>42</b>
○ <i>Logistics</i>	<b>50</b>
○ <i>Communications</i>	<b>52</b>

## APPENDICES

Appendix 1	Maps
Appendix 2	Demographic Patterns/Attendance
Appendix 3	Unified Command Organization Chart
Appendix 4	Safety and Health
Appendix 5	Law Enforcement Effects--Photos
Appendix 6	Resource Effects--Photos
Appendix 7	Rehabilitation Plan
Appendix 8	Noncommercial Group Use Letter
Appendix 9	Communication Plan & Radio Repeater Locations

# 2001 NATIONAL RAINBOW FAMILY GATHERING EXECUTIVE SUMMARY

JULY 12, 2001

b6  
b7c

The 2001 National Rainbow Family Gathering was held in the Bear Valley Creek area on the Lowman Ranger District of the Boise National Forest, Boise County, in south-central Idaho. The exact site was 28 miles northeast of Lowman, Idaho, in Sack and Cache Creek meadows.

The National Incident Management Team, led by [REDACTED], Incident Commander, managed the Incident. Operations were based from an Incident Command Post (ICP) at the Lowman Ranger Station, in Lowman, Idaho. The ICP site was chosen because of its proximity to the incident and the Lowman Ranger District.

The National Incident Management Team was formed in late 1997. The Team consists of eight core members structured after an Incident Command System "short" team. The 2001 Rainbow Family National Gathering was the team's fourth formal assignment as the Forest Service's response to large group events with social issues that differ from wildland fire incidents.

At the end of the 2000 gathering, held on the Beaverhead-Deerlodge National Forest in southwestern Montana, the Rainbow Family indicated their choice of northern Idaho or eastern Washington for the 2001 gathering. This information was posted on their internet web site in late winter. It came as somewhat of a surprise when the Spring Council site, scheduled to begin on June 10<sup>th</sup>, 2001 was announced as being in the Lowman area. Directions were posted on the *welcomehome.org* website, on or about June 9<sup>th</sup>.

Although the specific site for the National Gathering is traditionally selected during Spring Council, that was not the case this year. Apparently members of the Rainbow Family attending Spring Council could not reach consensus, and the Spring Council site in Sack and Cache Creek meadows became the default location for this year's national gathering. Historically, gathering sites are forested, high altitude areas with large, open meadows and an adequate supply of firewood; this site met all the criteria.

The "default location" for this year's gathering contained a long list of serious issues. The Shoshone Bannock and the Shoshone Paiute Tribes consider this to be a sacred and ceremonial area. The Bear Valley watershed also provides habitat for six threatened species listed under the Endangered Species Act: spring and summer Chinook salmon, steelhead, bull trout, Canada lynx, bald eagles, and Ute Lady's Tresses. There is also an experimental/non-essential population of gray wolves. The fish runs are all wild stock, not augmented by hatchery fish. The Boise National Forest, the Tribes and numerous conservation groups have invested 15 years and over \$6 million to improve riparian areas and restore these magnificent runs of native wild fish.

The Rainbow Family appeared to have a notable amount of internal disagreement regarding the selection of this year's site. Numerous chat room conversations discussed their poor choice of such an environmentally and culturally sensitive area. Many referred to Rainbows Family members as "hippycrits" and urged members not to attend this years gathering. While it is impossible to know for certain why an alternate site was not selected at Spring Council, it appears that with fewer Family leaders in attendance the group has become less organized and vulnerable to increased criticism from within.

The team's Incident Commander began pre-work with Idaho and Washington law enforcement agencies, state and county officials, Forest Service managers, and congressional and gubernatorial offices during the fall of 2000 and winter-spring of 2001. Presentations were made for Forest Service Regional Office's in Regions 1, 4, and 6. Through this extensive pre-work, cooperative relationships formed early, eventually leading to successful interagency partnerships to manage the effects of the gathering in the various jurisdictions affected by the incident.

Management of this years gathering was done under a Unified Command system. Over the course of the gathering, 67 participants representing thirteen state agencies, twelve county agencies, twelve local agencies and emergency service organizations, and one federal agency (NMFS) participated in the unified command with the Forest Service. Representatives from the Governor's Office, Congressman "Butch" Otter's office, and three County Commissions also participated.

Existing contacts and networks developed by the Forest Service were utilized to inform the public in several local communities that were affected by the Rainbows. Local relationships built by the Lowman District Ranger, Boise National Forest Supervisor, and the Public Affairs Officer facilitated introductions and meetings. The team's Information office provided daily updates to keep area residents informed about social and resource impacts resulting from the incident. In addition to delivering Daily Updates to campgrounds and businesses between Stanley and Crouch, seven community meetings were held to brief residents and answer their questions. Congressional, media and public interest in the event was very high.

Lowman Ranger District and Boise 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. Potential impacts include displacement of elk during calving/rearing time; "take" of Chinook salmon through harassment or outright killing; displacement of a wolf pack; riparian damage; removal of vegetation; spring development/trenching; and compaction from new trails and roads in meadows as well as thousands of dispersed camping areas. There are also potential long-term effects from latrines, and accelerated spreading of noxious weeds.

Potable water was a health issue during this gathering. Water sources used for drinking and cooking water tested positive for coliform bacteria and 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 and creeks.

During the gathering, thirteen participants were taken to medical facilities; seven by air transport and five by ground ambulance. Observations by incident personnel and health care providers concluded that some participants who had health care problems did not present for proper medical attention.

The Forest Service, Idaho State Police, and Idaho Fish and Game provided law enforcement patrol services in support of the Boise County and Valley County Sheriffs on the incident. All incident officers of these agencies were dispatched through an expanded incident dispatch center established by the Boise County Sheriff and staffed by Sheriff's and Forest Service dispatchers. The primary enforcement strategy of all agencies was to use high visibility law enforcement presence to prevent crimes, maintain order, maintain safe traffic movement on all roads, and protect public safety within and associated with the large group event. Total Rainbow-related law enforcement statistics for the one month period of June 10-July 9 included 11 felony arrests, 41 misdemeanor arrests, 29 arrest warrants served, 1,108 citations and 1,422 warnings issued, 10 DUI incidents, 130 drug and 61 alcohol-related incidents, 5 weapons incidents, 62 incidents of disorderly conduct/assault/officer interference, 1,229 traffic and vehicle incidents, 13 medical assists, 15 juveniles recovered or assisted, and 5 stolen/missing vehicles recovered.

Despite Rainbow Family assurances that alcohol and drugs are discouraged at the gathering, a large amount of open alcohol and controlled substance exchange and use occurred at this gathering. Drugs actually encountered at the gathering include marijuana, opium, methamphetamine, heroin, ecstasy (MDMA), hallucinogenic mushrooms, peyote, and LSD. Weapons included handguns, shotguns, and rifles. Innumerable edged weapons such as large knives, machetes and a full sized sword were observed. Many Rainbow gathering participants continue to exhibit aggressive and abusive behavior towards law enforcement officers, although this was less of a problem than in prior years.

Traffic safety, dust and steep road conditions, were problems at this year's gathering, as in all other years. Between June 18 and July 6, traffic on the one narrow gravel road into the gathering area varied greatly, but traffic counters failed to function properly this year so exact figures were not obtained.

A Delegation of Authority from the Acting Forest Supervisor to the Incident Commander was signed on June 16, 2001. The delegation provided the framework and guidelines for management of the gathering, human resources, information, community relations, resource protection, and costs. The Non-commercial Group Use Oversight Committee has developed the overall agency management strategy for Rainbow Family gatherings. This strategy was updated on May 9, 2001 in a letter from the Chief to the Regional Foresters. See Appendix 8.

Early attempts to convince Rainbow Family members to apply for the Noncommercial Large Group Use Permit were unsuccessful. Sixty-nine individuals were cited for unauthorized use of National Forest System lands. Initial court appearances will be scheduled before the Federal Magistrate in Boise, Idaho for seven mandatory appearance cases.

Between June 16<sup>th</sup> and June 23<sup>rd</sup> the District Ranger received four applications for a noncommercial group use permit for the Cache Creek/Sack Creek gathering area. The first two applications were determined to be incomplete and therefore not valid applications. The second two applications were valid, but permits were denied for reasons associated with the cultural and environmental sensitivity of the area.

On June 17<sup>th</sup> the Forest Supervisor signed two Orders for occupancy and use that closed a portion of Bear Valley Creek to human use (excepting Tribal treaty rights) and prohibited camping within fifty feet of streams, and included other prohibitions to protect the aquatic resources.

On the morning of June 27<sup>th</sup> Idaho Governor Dirk Kempthorne visited the gathering area prior to issuing emergency declarations for the three counties most affected by the gathering (Boise, Valley and Custer counties). Later that same day, tribal representatives from the Shoshone Bannock and the Shoshone Paiute Tribes visited the gathering to meet with the Rainbow's council. The Tribal delegation expressed deep concerns about uncontrolled dogs, nudity and noise violating the spiritual nature of their sacred grounds. Shortly thereafter many dogs were either leashed or under better control by their owners.

Numbers of gathering participants actually peaked at 19,500 on July 4, 2001. Nearly 1,500 people arrived during or after the main celebration on July 4<sup>th</sup>. Approximately 6,000 people left July 5<sup>th</sup> and 6,700 more the following day. Although the traffic flow out of the gathering was significant, there were no major traffic bottlenecks or accidents associated with this out-pour. By the morning of the 9<sup>th</sup> we estimated that approximately 1,100 participants remained at the site. The clean-up and rehabilitation crew had really not begun their assigned tasks by this date. July 6<sup>th</sup>, many began leaving the area in earnest. Approximately 400 Rainbow Family members were left on the site on July 12, 2001 when the Incident Team returned management of the incident back to the Boise National Forest.

# NATIONAL INCIDENT MANAGEMENT TEAM 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 stated by the group to be 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 than today's gatherings. An estimate from the 1986 gathering at Queen's Creek/Heart's Content near Warren, Pennsylvania, was 5,000 attendees.

In the Rainbow philosophy, "everyone is a Rainbow, some just don't know it yet" and "anyone with a bellybutton is a Rainbow." They are of all ages and all levels of society. The Rainbows espouse and teach their interpretation of Constitutional rights. The group has stated that their views conflict with the requirement to obtain a permit for a large gathering on public lands. The Rainbows also call their selected national gathering site their church, and oppose law enforcement presence in the area.

Core Rainbow Family members state they are bound together by their common beliefs and desire for peace, love and respect for planet Earth and all its inhabitants. This collection of core members reflects a great deal of diversity. Some are a part of mainstream society and some still live a transient 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, that all Rainbows are equal, and that no one speaks for the entire family. Rainbow Family decisions are made at council meetings that 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, even daily, through a council meeting and consensus.

In recent years, however, gathering attendees barely reflect the original founders of 30 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 current and former gathering attendees contend the core Rainbow group has "lost control" of and fear this younger crowd. Many participants at this year's gathering told officials they will not return, due to the violence, drugs, and conflict at the gathering. There is more observable conflict as the core Rainbow group tries to influence the behaviors of these younger gathering participants; and visa versa. Some younger people attracted to the gatherings are juvenile runaways.



In 1999, three long-time members of the Rainbow Family were cited for not obtaining a Noncommercial Group Use permit. This was during the Rainbow Family Gathering held on the Allegheny National Forest in western Pennsylvania. A trial was conducted on October 21, 1999. The defendants filed motions to dismiss, challenging the constitutionality of the regulation. On March 16, 2000, the court ruled in favor of the Government and upheld the constitutionality of the permit. These individuals were fined, and sentenced to 90 days in jail.

The court decision had an affect on other Rainbow Family members during the 2000 gathering. Some long-time members of the Rainbow Family chose not to attend the gathering, but stay in the small near-by town of Jackson, Montana and meet family members there. Other Rainbow Family members pointed out to individuals on the National Incident Management Team that it is probably time to "get a permit." Attendees also indicated that they did not want to pay a fine, and could not afford to go to jail.

Four chemical toilets were rented by a Rainbow Family member and placed in the towns of Jackson and Wisdom, Montana to accommodate large crowds there. A county garbage dumpster was rented by Rainbow Family members, and located near the site. The county had not received payment at the time this report was prepared. There were no chemical toilets located at or within close proximity to the gathering site.

Three Rainbow Family members were cited at the 2000 gathering for failure to obtain a permit.

This continual legal and emotional pressure may explain why the 2001 Spring Council was unable to reach any consensus, which resulted in the gathering being at the Spring Council site because Rainbow's refused to wait any longer. A great deal of internal strife occurred over this poor choice to basically select a site that had serious cultural, environmental and political consequences. This year the District Ranger received four applications for a noncommercial group use permit between June 16<sup>th</sup> and June 23<sup>rd</sup>. Two of these applications were incomplete, therefore invalid, and two were valid applications. However neither of the two valid applications received permits due to issues of timeliness, and consultation requirements with the Tribes and regulatory agencies. Thus the gathering remained an illegal event, and 133 Rainbow Family members were contacted for failure to obtain a noncommercial group use permit. Of these, 69 were given Notices of Violation, with 7 being mandatory court appearances before the federal magistrate in Boise. The remaining 64 were issued written warnings.

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 at 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 other substances 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 these users.

Significant criminal activity, which has also 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 a few individuals over to authorities in past gatherings, but they selectively enforce rules and laws according to the general

beliefs of the Rainbows. More commonly, Shanti Sena members are tasked with monitoring and thwarting activities of enforcement officers in the gathering.

The resource impacts on National Forest System lands presents a 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; 80 tons or more of human excrement; 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, springs and associated 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.

### 2001 Site Selection

During the 2000 national gathering, the Rainbows held a "Vision Council" beginning July 7<sup>th</sup> and decided that the 2001 National Gathering would again be in the west. Reportedly at "Thanksgiving Council" the decision was made for eastern Washington or northern Idaho. In late April of 2001, Rainbow scouts began their search for a specific site. Generally, the site criteria call for a forested area with a large meadow for ceremonies and celebrations, accessible water for drinking and cooking, abundant firewood, and fairly easy access by road. Many sites on National Forests in Idaho and Washington meet those criteria. In late May, it appeared the Rainbow Family scouts were looking strongly at potential sites in the Colville and Idaho Panhandle National Forests, with a few scouts also searching the Payette and Boise National Forests.

Traditionally in early June, the Rainbows hold Spring Council where the scouts report on possible sites and a decision is made by consensus on a specific area for the national gathering. The 2001 Spring Council site was in Valley County, on the Lowman Ranger District of the Boise National Forest, in the Bear Valley Creek area.

As the Spring Council continued, Family members had not reached a decision on a specific site for the gathering, and appeared to be unable to make the consensus process work. As the days passed, Family members grew anxious about where the gathering would be. Eventually impatience took over and participants began to slowly arrive at the "default" location at Cache Creek and Sack Creek meadows in the Bear Valley watershed. Numbers began to escalate a bit more rapidly around June 23<sup>rd</sup> with sharper increases after June 26<sup>th</sup>. From the start, there were concerns and complaints from Rainbow Family members about the environmental sensitivity of the Bear Valley area.

Some of the long-term Rainbow leaders chose to stay in the near-by town of Stanley, and not attend the national gathering for fear of being cited or arrested. Many long-time Rainbow Family gathering attendees stated that they feel it's time to acquire the Noncommercial Group-Use permits, and work more closely with the Forest Service on future site selection, thus avoiding sites such as the one selected this year.

## Past Management Approaches

During the 29 years the Rainbow Family has held their national gathering on national forests, 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, and work closely with the State and local law enforcement, health and social services agencies.<sup>1</sup> This strategy has been the cornerstone of Forest Service Rainbow gathering management since 1992.

Some forests have attempted to incorporate this strategy with a "good host" or "customer service" concept. This is incompatible with the Rainbows unauthorized use of National Forest System lands and the impacts to the community from a criminal or indigent element. In most cases, 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 courts have consistently upheld the constitutionality of the regulation and the Rainbow Family's need to comply with it, including decisions in four federal circuit courts of appeal and nine federal district courts. Although two valid applications for a permit were received this year, a permit was not issued due to the need for lengthy consultation requirements with local Tribes, National Marine Fisheries Service and the U.S. Fish & Wildlife Service. Several core members of the Rainbow Family have said repeatedly that no one can speak for the Rainbow Family, and if someone does receive a permit it will not be recognized as such by the Family.

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, however the signatory participant left the area after signing and other participants refused to acknowledge the permit. The management strategy was revised slightly this year to include an aggressive notification program to inform as many on-site and incoming participants as possible of the permit requirements and 75-person limit, the impending noncompliance, and the fact that by entering an unauthorized event, all participants are subject to prosecution if they do not leave.

The Rainbow Family refused to submit an application for a permit for the 1999 gathering. Three individuals were issued citations during the gathering for violation of the group use regulations. The three defendants pleaded not guilty and asserted a defense at trial in U.S. District Court that the regulation was unconstitutional. On March 16, 2000, the court ruled in favor of the government and upheld the constitutionality of the noncommercial group use rule. The court further found that the Rainbow Family was a group and was required under the regulation to apply for a permit for their

---

<sup>1</sup> Final Report of the 1992 Rainbow Gathering; Grand Mesa, Uncompaghre and Gunnison National Forest, Overland Reservoir, Colorado.

gatherings. The three defendants were found guilty, fined, and sentenced to 90 days in jail. [See Appendix 8 for additional court rulings.]

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?" or "If I had a large group, I know you'd make me get portable toilets" or "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.

# 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 Section Chief, 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 section chief position.

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

Members of the 2001 National Incident Management Team:

██████████ - Incident Commander  
Pete Mourtsen - Safety Officer  
Sharon Sweeney - Public Affairs/Information Officer  
██████████ - Law Enforcement Operations Section Chief  
Mike Herth - Planning Section Chief  
Diane Taylor - Finance Section Chief  
John MacIvor - Logistics Section Chief  
Royce Shearing - Communications Section Chief

b6  
b7c

## 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 members of the Incident Command Team contacted many people via

introductory phone calls. Many meetings were held to inform individuals and groups and establish partnerships. These meetings included:

April 11, 2001 – Meeting in Olympia, Washington with State agency heads, National Forest managers, city managers and Law Enforcement agencies.

April 12-13, 2001 – Internal meeting with the Regional Forester and his staff in Portland, OR.

May 3, 2001 – Met with Deputy Regional Forester and staff in Ogden UT to brief them on the possibility of the gathering occurring on the Payette or Boise National Forests. Both the Payette and Boise Forest Supervisors, or their representatives, were on a conference call with the group.

May 16, 2001 – Met with Governor Dirk Kempthorne's aide in Boise along with several State agency heads to brief them about Rainbow gatherings.

May 17, 2001 – Conducted meetings in Spokane Washington with over 100 in attendance. Participants included state, local and agency representatives as well as representatives from the Sheriff's departments, and city police.

Seven Community meetings were held in Custer, Valley and Boise Counties:

June 18, 2001 – 2 pm in Stanley, ID. Approximately 115 in attendance

June 21, 2001 – 2 pm in Cascade, ID. Approximately 32 in attendance

June 21, 2001 – 5 pm in McCall, ID. Approximately 18 in attendance

June 22, 2001 – 7 pm in Horseshoe Bend, ID. Approximately 16 in attendance

June 23, 2001 – 7 pm in Garden Valley, ID. Approximately 31 people in attendance

June 24, 2001 – 7 pm in Lowman, ID. Approximately 42 people in attendance

June 25, 2001 – 7 pm in Idaho City, ID. Approximately 25 people in attendance

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

At the end of May all indications were that the Rainbow Family would hold their national gathering somewhere in either the Colville National Forest in Washington, or the Idaho Panhandle National Forest in Idaho. This was based on discussions with Rainbow Family members and the location of large scout encampments within these counties. The National Incident Management Team staged in Spokane, WA. on June 8<sup>th</sup>.

It wasn't until June 9<sup>th</sup> when the Rainbow's web page ([www.welcomehome.org](http://www.welcomehome.org)) announced the Spring Council site as Lowman Idaho, that we—and many of the scouts—began to realize that the gathering might not occur further north. According to the Lowman District Ranger, approximately 200 Rainbow Family members were on site by June 12<sup>th</sup>. The location and directions to the Spring Council were posted on the Rainbow web site and on their hot lines.

On June 10, 2001, the Team sent several staged officers to Lowman, and flew down the Logistics Section Chief and the Communications Section Chief to determine if the gathering site might be on the Boise National Forest. On June 12<sup>th</sup> all remaining officers and the rest of the Team traveled to Lowman. Although the Rainbow Family did not officially announce the national gathering site, all indications were that the gathering was going to occur on the Lowman Ranger District of the Boise

National Forest. To facilitate communication with the Ranger and District resource personnel, an Incident Command Post (ICP) was established at the Lowman Ranger District office.

On June 16<sup>th</sup>, the team received a Delegation of Authority to manage the incident from the Boise Forest Supervisor.

On June 19<sup>th</sup>, the first Unified Command meeting was held at the ICP, with all participating agencies attending.

### Delegation of Authority

The Delegation of Authority was signed by Boise National Forest Acting Supervisor Ann Archie on June 16, 2001. It contained the following text:

To: [REDACTED], Incident Commander, National Incident Team

b6

b7c

You are delegated authority to manage the 2001 Rainbow Family National Gathering, which will occur on the Boise National Forest during June and July of 2001. You have the authority and responsibility to prepare for and manage this event within the framework and guidelines of the law and Forest Service policy and direction set forth in this letter. Additional information will be made available as needed to further clarify your authority and responsibilities. You and your team are authorized to begin working on the event immediately.

Your primary performance objectives and guidelines are as follows:

**Event management** – Manage this event proactively as a noncommercial group use activity under special use authorities and the Noncommercial Group Use regulations. Mobilize the needed resources to manage the event effectively and efficiently. Pursue a Noncommercial Group Use Permit with an operating plan. Internal and external relationships and communications are extremely critical and will have to be established and maintained throughout the course of the event, including key Forest Service personnel, cooperating Federal, State, and local agencies, as well as members of the Rainbow Family. All actions must be well documented and a final report will be required.

**Human Resources** – Ensure that the safety of employees, assigned personnel, the public, and event participants are considered throughout the course of the event. Incident personnel will follow established Department of Agriculture guidelines regarding Civil Rights.

**Information** – Provide for internal and external information exchange through the implementation of a communication plan. Ensure that agency cooperators, local officials, and the public are kept informed on the progress of the event. Manage media contacts within the framework of established agency policy.

**Community Relations** – Establish and maintain strong community relations. Private landowners, permittees, businesses and the local community are of special concern due to their proximity to the Gathering and their potential for being impacted. I expect your team to work with the community and to identify their potential issues and concerns. You should work with the leaders of the Gathering to minimize social impacts. This event is taking place in a rural sparsely populated area of Idaho. Long distances, limited law enforcement and emergency services pose special challenges. Consider these

factors as you plan for the event. Avoid imposing Agency red tape on our neighbors and cooperators whenever possible. Consult with key contacts at the Ranger District and the Supervisor's Office; we have a long-standing relationship with the community and may be able to help in many situations. It is also expected that the Team will cooperate with State, county and local agencies and organizations in managing the event.

**Resource Protection** – We will provide your team with the expertise of resource specialists and coordinate with representatives of the Rainbow Family to develop an operating plan and a rehabilitation plan that is intended to provide protection of sensitive sites during the Gathering, and the rehabilitation of the site when it is concluded.

I have particular concern for the management of water quality for spawning and rearing of cold-water fish. Bear Valley Creek has been designated as Critical Habitat because it provides spawning and rearing habitat for Chinook salmon and steelhead, which are listed as Threatened under the Endangered Species Act. Bear Valley is unique because it contains wild salmon (not hatchery) and is the most productive drainage in the Salmon River basin. Bull trout, also listed as Threatened, are found in Cache, Sack, Bear Valley, and other area streams. It is imperative that these fish be protected from harassment and their redds (nests) and habitat protected from disturbance. Westslope cutthroat and redband/rainbow trout, which are listed as Sensitive, are also found in area streams. Protect streambanks and riparian areas from trampling. Prevent loss of large woody debris recruitment along streams. The Forest will gather needed surface water quality samples taken pre, during, and post event.

Bear Valley is an important calving area for elk in June, so harassment of elk by dogs should be prevented. Wolves and lynx, which are listed under the Endangered Species Act, are found in this area. Disease transmission from dogs to wolves is a concern.

*Spiranthes divuvialis*, a Threatened plant, has not been found in Bear Valley, but potential habitat exists. *Botrychium lineare*, a Candidate plant, has been found in Bear Valley. If any populations are found in the area, they should be protected.

Cultural heritage sites are present in Bear Valley. If sites are found in the area of the gathering, they should be protected. Protection should also be provided for existing permitted structures, including cabins, fences, and water developments.

Bear Valley is essentially free of noxious weeds. The Forest can provide additional expertise in weed prevention and management and seeding protocols in support of the team.

For this area, the Forest Travel Map states the "Motorized vehicle travel off roads and off trails is prohibited." However, "Motorized access to camping or firewood gathering sites is permitted within 300 feet of designated roads, and 100 feet of trails designated for motorize use."

**Costs** – Manage the event within the established Program of Work. Any adjustments to the Program of Work will be agreed upon in advance. Ensure that all operations are cost-effective, efficient and justifiable. Forest personnel working in support of the incident will apply charged-as-worked principles and use the job code set up by the Boise national Forest. Forest personnel assigned to the Incident will require pre-approval by the Incident Commander or the Forest Supervisor before charging to the Incident job code.



The 2001 Rainbow Family Gathering will likely bring between 15,000 and 25,000 visitors to our general area. It is critical that the Team be proactive working with the Rainbows, other local, State and Federal Agencies, and the local community.

The Team's assignment will last until mid-July 2001. During this time period, your Incident Management Team will be unavailable for other assignments. You are not responsible for initial attack fire incidents.

The location of this event at this time is at Sack and Cache Creek Meadows on the Lowman Ranger District. During the event, you will report directly to me. If I am unavailable, my normal acting schedule will be used for this event. Walter Rogers, District Ranger on the Lowman Ranger District will be the Forest liaison assigned to the Team. The Team's performance rating will be based on adherence to the accomplishment of the direction set forth in this delegation of authority.

### **Unified Command**

A Unified Command was established to jointly manage the 2001 Rainbow Family Gathering. These cooperating local, state and federal agencies had geographic or functional jurisdiction to jointly manage the incident through a common set of objectives. An organization chart of the Unified Command is included as Appendix 3.

The Incident Management Objectives, as developed and implemented by the Unified Command, are as follows:

- Address the health and safety risks to the public, area residents, agency employees, and event participants.
- Ensure maximum participation of and cooperation with affected federal, state, and local agencies and elected officials.
- Minimize the impacts of the event on natural and community resources and ensure restoration of impacted lands and resources.
- Provide for full enforcement of all applicable laws and regulation throughout event areas in a manner that is fair, consistent, and constitutional.
- Ensure that enforcement activities are commensurate with law enforcement capability to ensure safety and effectiveness, and that they are consistent with current standards set by affected judicial districts.
- Provide information to all interested agencies and the public, respond to concerns of elected officials and the community, and manage medial relations in coordination with all cooperating organizations.
- Meet First Amendment requirements of free speech, assembly, and religion.
- Control the public costs of managing the event.
- Anticipate and minimize impacts of conflicting land uses.

The first Unified Command meeting was held on Tuesday, June 19, 2001. Unified Command meetings were well attended and held on Tuesdays and Thursdays through July 10<sup>th</sup>. Population trends

were reported, all agencies provided updates on activities, concerns and issues were identified and strategies developed. Participating agencies included:

Idaho State Police  
Idaho Bureau of Disaster Services  
Idaho Food Bank  
Idaho Department of Agriculture  
Idaho Department of Environmental Quality  
Idaho State Health Department  
Department of Health and Welfare  
Idaho Emergency Management Services  
Idaho Fish and Game  
Region 4 Mental Health  
Region 4 Family and Children's Services  
Idaho State Communications  
Idaho Transportation Department  
Governor's Office  
State Representative Otter  
Boise County Commissioners  
Valley County Commissioners  
Custer County Commissioners  
Ada County Emergency Management  
Boise County Emergency Services  
Boise County Sheriff  
Valley County Sheriff  
Custer County Sheriff  
Elmore County Sheriff  
Central District Health Department  
Boise County Solid Waste  
Gem County Prosecutor  
Boise County Juvenile Probation  
Boise County Prosecutor  
EMS Communications  
Stanley Police  
Idaho City Police  
McCall Police  
Stanley City Clerk/Treasurer  
Salmon River Clinic  
Idaho City Chamber of Commerce  
Stanley Ambulance  
Idaho City Ambulance  
Boise County Ambulance  
Northwest Paramedics  
Life Flight  
National Marine Fisheries Service

On July 10, 2001, the Unified Command held their last official meeting. A substantial portion of the meeting was dedicated to a critique of the overall management of the event. The discussion was very open and honest. Specific suggestions on such things as pre-planning, media and community relations, and meeting dynamics were provided to the National Team for future management of the Rainbow gathering. Many of the members expressed appreciation for the commitment and cooperation shown by all agencies involved. The overall belief was that this event could not have been managed so successfully without the tremendous coordination that took place under the Unified Command approach.

# COMMAND AND GENERAL STAFF REPORTS

## **Safety and Health Section**

### Objectives

The primary objective for the Safety Officer on the incident was to identify and address the health and safety risks to the public, area residents, agency employees, and event participants. This was one of nine objectives agreed upon by the participating agencies in the Unified Command.

### Issues & Concerns

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

- Safety of Incident Personnel
- Public Health - Infectious Disease
- Potable Water Quality
- Solid and Human Waste Disposal
- Food Preparation and Storage
- Environmental Factors – such as Forest Service access roads and wild land fire potential.

The Safety Officer identified five primary areas of concern to incident personnel. These were:

- Travel issues related to vehicles and driving.
- Health Issues
- Environmental Concerns
- Infectious Diseases
- Availability of Emergency Medical Services

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

### Strategy

Several methods were used to mitigate these issues or concerns. These include:

- Efforts to identify and maintain key contacts within the Emergency Medical Services, local, state and federal health agencies.
- Identification of site-specific hazards and concerns associated with the event.

- Frequent meetings and phone conversations with participating agency personnel and health care providers.
- Site visits by health & safety personnel to survey, monitor and identify risks or hazards with follow up to propose appropriate mitigation measures.
- Incident personnel were debriefed to determine "near misses" or accident reports from prior shifts.
- Daily safety briefings of assigned personnel were given prior to departure for their shifts.
- Regular contacts and interaction with personnel from Idaho Emergency Medical Services, Idaho Department of Health and Welfare, Central District Health Department, Idaho Transportation Department, local medical clinics, and the law enforcement community to determine trends and track medical cases.
- Incident personnel and cooperators were provided with information about special health concerns (e.g. Infectious disease potential of high-risk transports).

Appropriate procedures and actions to mitigate or minimize exposure to identified 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 made available to each patrol unit for use in the event potentially infectious material was received or recovered. Sharps containers were provided to all patrol units for disposal of needles or other sharp objects. Trauma kits were distributed to each Patrol Captain (Division Supervisor) and one was kept at the Incident Command Post to provide emergency medical supplies in the event of an on-scene medical emergency. Three strobe lights were provided to the night shift supervisor to facilitate landing site identification for nighttime medical helicopter landings.

Helicopter landing sites were identified as being plentiful due to the abundance of large, flat meadows within, and adjacent to, the gathering site in the event of a medical emergency. Incident personnel also identified the centers of these large meadows as potential safety zones and members of the Rainbow Family were instructed to evacuate to these areas in the event of a wildfire.

### Water Quality

There was no known safe potable water source within the gathering site. Several water sources were developed by the gathering participants and piped through pvc pipe to various locations. The Lowman District Hydrologist collected water samples at various sites within the gathering on Cache Creek and Sack Creek. Analytical Laboratories, Inc of Boise conducted an analysis of these samples. Samples were taken on June 15, 20, 26, and July 7 at four established locations with two one-time samples taken at other sites. The District plans to take at least one additional post-event sample at the established sites. Generally low coliform bacteria and E. COLI counts, none of which exceeded the Idaho Department of Environmental Quality criteria for contact recreation, were found in the samples. All surface water was assumed to contain giardia cysts due to the cattle and wildlife in the area. Possible testing for giardia was discussed with representatives of the Idaho Department of Health and the Central District Department. This testing was not done due to the extensive timeframe required and overall cost of the test. Copies of the initial water sample results taken on June 15 were provided

to the Rainbow CALM (Center for Alternative Living Medicine) unit. Early in the event gathering attendees contacted were advised that water on the site was non-potable and should be chemically treated, properly filtered or boiled prior to consumption. A number of gathering participants (believed to be a higher number than previous years) were seen to be using water filters. The Central District Health Department prepared several handouts with information about local disease vectors such as bats and ticks, procedures for treating water, and recommendations for proper food storage and preparation. These handouts were distributed to gathering participants by the law enforcement officers at informational checkpoints and through CALM, the Rainbow's Medical Unit. (See State Health Department handouts - Appendix 4)

State and local health officials expressed concern about possible impacts to the numerous developed and undeveloped hot springs in the vicinity of the gathering. Concerns included potential physical impacts to the sites from an excessive amount of users, as well as possible introduction of bacterial diseases from a new, large and diverse group of users. Baseline bacterial data for the hot springs was not readily available. Incident law enforcement officers were asked to monitor hot springs in the immediate area. Significant use was made by gathering attendees of the two primary hot springs in the Lowman Area (Kirkham and Bonneville) and of one undeveloped hot spring on Elk Creek near the Elk Creek Work Center. No obvious environmental impacts were noted, however the monitoring did result in several citations being issued for nude bathing.

### **Wildfire and Aviation Activities**

There was an immediate recognition of the potential risks and hazards associated with a possible wild land fire in or adjacent to the gathering site, as well as those associated with potential aviation operations for fire suppression or other administrative purposes. The team Safety Officer contacted the Boise North Zone's Fire Management Officer, who together with the Assistant Fire Management Officer at Lowman and the Garden Valley Helicopter Forman developed both an Incident Fire Suppression Plan and an Aviation Project Safety Plan for the Rainbow Event. Interim versions of these plans were developed by June 18 with final versions, which had undergone Forest level review, in effect by June 26. (Copies of these plans are in appendix 4).

### **Trash And Human Waste**

The accumulation of solid (garbage, paper, cans and bottles) and human waste (feces and urine) has been identified as a concern at previous national gatherings of the Rainbow Family and this concern was readily verified by the local Ranger District personnel and was a primary topic of discussions with local residents and health officials. Localized issues regarding solid waste accumulation included odors, insect, and animal attraction and possible spread of disease. This quickly became a greater concern because of possible down stream impacts to Bear Valley Creek, which is a critical spawning area for a native population of Chinook salmon and is also a popular area for a variety of recreation activities year round. Direct impacts to the live streams (Cache Creek and Sack Creek) in the event area was also of concern. These Creeks, which are tributary streams to Bear Valley Creek, were known to provide rearing habitat for newly hatched Salmon fry as well as being potential sources of adverse sedimentation into Bear Valley Creek given significant disturbance.

Human waste issues included: failure to develop an adequate number of toilet facilities, failure of individuals to use developed toilet facilities or to bury individual waste, disposal of feminine hygiene

products and condoms and potential contamination of downstream water sources. It has been estimated that 20,000 individuals would produce approximately 12 to 15 tons of feces per day and that hundreds of dogs would add to this figure. Using gathering attendance estimates from June 15 through July 9, approximately 80 tons of human feces were generated. (See chart in Appendix 4). The long-term environmental effects of such volumes of concentrated human and animal waste remain a concern to public land managers involved with these gatherings.

The Boise National Forest's Lowman District Ranger directed efforts to recommend preferred locations to build slit trenches, pit toilets and locate kitchens. The Rainbow Family members followed most, but not all, recommendations. In instances and situations where individuals did not follow the direction given by the District Ranger, citations were issued.

Lime and ash was used by Rainbow Family members at some latrine locations to breakdown waste and discourage the presence of flies within the pits. Once the pits were filled, waste was covered by topsoil and a new pit was dug near the old pit. Some of the latrine sites were properly covered with adequate amounts of soil, but others were left uncovered or improperly covered. The depth of topsoil varied and following use; some had little if any topsoil covering with toilet tissue left exposed.

Valley County elected to place trash dumpsters at key road intersections and near the main parking lot the event site for use by gathering participants. Two 30 yard and one 20 yard dumpsters were provided just off the 582 road at Cache Meadows starting on July 3. While some gathering participants used the dumpsters provided by the County, others elected to "pack out" their solid waste. Given the number of participants at this years gathering it was estimated that approximately 300-350 cubic yards of solid waste was generated by the event.

### **Food Preparation**

Approximately thirty kitchens were identified at the gathering site. Food preparation was under the control of the Rainbow Family. Numerous soup kitchens, coffee kitchens and a bakery were part of the food service facilities constructed on site. In addition, a number of family members prepared their own meals at individual campsites. In an attempt to prevent a potential major outbreak of illness, incident personnel distributed educational handouts prepared by Idaho's Central District Health Department that provided advice on food handling, preparation and kitchen utensil sanitation. Improved water filtration and treatment systems as well as improved hand washing stations were noted at many of the kitchens as compared to prior year's gatherings.

### **Public Health**

Due to the nomadic lifestyles and personal hygiene practices of many gathering participants, an outbreak of several communicable diseases was possible. Potential risk areas included blood borne pathogens, viral hepatitis, acute diarrhea, sexually transmitted diseases, and food borne and animal related diseases. For protection of incident personnel involved in contact activities such as medical assistance or law enforcement, personal protective equipment such as latex gloves, CPR facial shields, and antiseptic chemical barrier products were provided. Several of the safety briefings also addressed the prevention measures for reducing exposures to these diseases. Biohazard Bags were made available to each patrol unit.

Information regarding the availability emergency of medical services and local environmental health hazards was provided to workers at the three CALM (Center for Alternative Living Medicine – comprised of people at the gathering who volunteer to provide health care for the participants) units. Four of the active members of the Rainbow CALM unit stopped at the Incident Command Post on June 19 and visited with the team Safety Officer, as well as the Idaho State Epidemiologist, and Idaho Central Health District Epidemiologist. No medical supplies were provided to gathering participants by government agencies this year, however health and medical information was exchanged on a regular basis following the June 19 visit.

### Environmental Factors

The two primary access routes into the gathering site were Forest Service development roads. These routes were also subject to heavy recreational use, particularly the 579 Road from Highway 21 at Cape Horn Creek to Bruce Meadows used by float boaters to access the Middle Fork Salmon River launch site at Boundary Creek. Issues identified with the use of these roads included an early observation by the law enforcement officers that many individuals (including local users) were driving faster than safe, controllable speeds. Other issues included congestion on the roadways, dust (which frequently limited visibility), wash boarded and narrow segments of road and the temporary mixing of different user groups, some of whom were unfamiliar with mountain driving techniques.

Justifications were written to support special orders restricting the maximum speed on the effected roads to 30 mph and to install a yield sign at the junction of Forest road 568 with Forest road 569. The Boise National Forest Supervisor issued a special order for the 30 mph speed limit on June 25 and by the Salmon-Challis Forest Supervisor on June 26. The North Boise Zone Engineer installed seven black and white 30 mph speed limit signs and the yield sign on June 27.

The Lowman Ranger District contracted with four different contractors to water key portions of the 579 and 582 roads in an effort to reduce the dust problem for driver safety as well as maintain the road integrity. This effort started with a 1500-gallon truck that operated from June 21 through June 25. On June 26 the smaller truck was replaced with a 4000-gallon truck. A second 4000-gallon truck was added on June 28. Both 4000-gallon trucks worked through July 3 when one broke down and another was called to a fire. A different 4000-gallon truck started on July 7 and continued to work through July 9. An additional 1500-gallon water truck was contracted with to water the lower 1.5-mile portion of the South Fork (582) road near Highway 21 at Lowman from July 3 to July 9.

The Idaho Transportation Department provided two "flagger" crews to control vehicle traffic at the intersections of State Highways 55 and 17 at Banks and State Highways 17 and 21 at Lowman. This service was provided on June 29 and 30 from 6 a.m. to 10 p.m., and between the dates of July 4 through July 8 from 10 a.m. until 2 a.m. The Transportation Department's "incident response" truck patrolled State Highway 21 from Idaho City to Stanley to assist with vehicle breakdowns and motor vehicle accidents from June 29 through July 8.

Additional environmental concerns included adverse weather issues, related to thunderstorms consisting of lightning, high winds and rain. Exceptionally warm temperatures were also a concern at this year's event. Weather forecasts and related information was provided to incident personnel at the daily briefings. On July 5 a mid day Flash Food Watch from the Boise Weather service was relayed to incident personnel through the radio dispatcher.



Bats were known to be a local rabies vector in the immediate area and this information was provided to incident personnel in safety briefings and to gathering participants in Central District Health Department handouts given out by law enforcement officers at information checkpoints and at Rainbow CALM stations.

### Safety of Incident Personnel

The personal health and safety of all agency personnel assigned to, and supporting, this incident is a high priority for the National Incident Management Team. There were no reported accidents or injuries to incident personnel during this incident. Primary methods used to disseminate information about health and safety concerns were daily briefings, written health and safety alerts and an in-service presentation about infectious disease and blood borne pathogens. Unit logs were prepared daily that documented topics and discussion items from the safety briefings.

Primary topics addressed in the briefings and alerts included:

Defensive Driving	Dehydration
Physical Contacts – Assault	Vehicle Maintenance
Animal Bites	Sunburn – high elevation & sunspot activity
Mental Alertness	Threatening - Unsafe Situations
Blood borne Pathogens	Radio Communication
Lice/Fleas	Heat Exhaustion - Stroke
Stress - Fatigue	Sources of Food & Drink
Lightning	Needles and Sharp objects
Emergency Medical Service	

A Medical Plan was developed for the incident on June 14; which was updated on June 30 when the supplemental Boise and Valley County ambulances were positioned for service. Final plan is in Appendix 4.

A separate resource personnel safety list was developed which included the items listed above as well as recommendations for site visit preparation and conduct. An attempt was made to verbally brief non-law enforcement personnel prior to visits to the gathering site. In instances where this did not occur, some employees were given the written brief titled: "Personal Safety Considerations for Non Law Enforcement Personnel" for Forest Service employees, or "Rainbow Gathering Event Scene Visitation Guidelines on Non-Law Enforcement Incident Workers" for co-operating agency personnel. (Copies are in Appendix 4).

Through contact with the River Manager on the Middle Fork Ranger District on June 28 it became evident that a security presence was needed at the Boundary Creek – Dagger Falls station since personnel there were collecting fairly significant volumes of fees, including cash. Law enforcement officers made regular visits to that location following that date.

In addition, frequent contacts were made with public health and health care providers at local, county and state levels. Numbers of cases seen and general complaints were monitored for trends and concerns that might provide insight to incident personnel and health and safety cooperators.

## Supplemental Ambulance Service

Two contract ambulances with 2 person Emergency Medical Crews were staged to supplement the existing volunteer EMS ambulance units located in nearby communities of Lowman, Stanley and Crouch. The Boise County unit was located in the Lowman area along State Highway 21 at the Elk Run RV Park near mile marker 84. This unit was available 24 hours a day, 7 days a week from June 28 through July 10. The Valley County unit was stationed at the Forest Service Elk Creek Work Center, approximately 15 minutes driving time from the Cache Meadows main parking area. This unit was available 24 hours a day, 7 days a week from July 1 through July 10.

The service of these temporary (Northwest Paramedics Associates, Inc.) units was contracted for by Valley and Boise Counties, but was to be paid for by State of Idaho emergency funds.

The contract units; Lowman (unit 3) and Elk Creek each made one transport of a Rainbow Family gathering participant to a Boise Hospital. There were a total of 12 Emergency Medical Responses related to the 2001 Rainbow event between June 10 and July 9. Several of these calls resulted in call out of both ground and life flight ambulances with totals of 10 ground ambulance call outs and 6 life flight call outs. Of these responses; 4 ground ambulance call outs and 2 life flight call outs resulted in "dry runs". These were instances where upon arrival of the ambulance, the patient refused transport. A list of the various ambulance call outs and specifics of the service provided are attached as a separate page in Appendix 4.

## Statistical Reporting

Except for the emergency medical transports, a precise tracking of the effect of the National Rainbow Family Gathering on area medical facilities was difficult to obtain this year. During the period from June 4 through July 9, 2000, an estimated 30 to 40 patients attending the 2001 Rainbow Family gathering were believed to have presented to regional health care facilities for medical care. This number is only a general estimate based upon information provided by the three local medical clinics in Garden Valley, Stanley and Idaho City. These clinics require cash payment at time of all non-emergency service; therefore most gathering participants who visited these clinics elected to continue on to either St Alphonsus or St Lukes Hospitals in Boise or Wood River Memorial Hospital in Sun Valley. Contacts made with these hospitals indicated an increase in indigent care cases seen during the period of the event. —

Demand on community health care facilities was generally in line with visitations associated with similar gatherings based upon the population of individuals attending this years gathering.

Observations by incident personnel concluded that some participants at the gathering who had health problems did not present for medical attention. It was felt by some that peer pressure from other gathering attendees might have been one reason some of these individuals did not seek proper medical attention. Some of these individual were probably treated at one of the 3 CALM stations. The CALM stations at this years gathering appeared to have better regular staffing and more medical supplies than those at some of the previous annual events. A physician assisting in the CALM unit reported that upon his recommendation a diabetic participant with high blood sugar who visited CALM was transported by gathering participants to a Boise hospital.

Three non-injury motor vehicle accidents involving gathering participants occurred: The first was a roll-over of a medium sized u-haul truck that happened on June 23 on the 579 road approximately four miles west of Cape Horn Summit. The other two involved sedans that slid off the 568 road leading away from the gathering towards the Boundary Creek launch point for the Middle Fork Salmon River. Both occurred on July 3 but were unrelated incidents. One of these slid into the first cattle guard north of Bruce Meadows, the other slid off the road near Ayers Meadow approximately two miles north of Bruce Meadows. All three vehicles had to be towed, and all accidents were believed to be the result of drivers losing control due to speeds exceeding that reasonable for the road conditions.

On July 9, the body of a 30-year old female was found in a trailer at the "bus village" portion of the gathering. A determination of the cause of death was pending at the time of this report.

Specifics of requests for public assistance (welfare) resulting from the proximity of the National Rainbow Family Gathering this not known this year since the small communities near the gathering did not have such services available. These requests were likely made in Boise and were lost among the statistics of a large city.

Incident personnel filled out two CA-1's (Traumatic Injury and Claim for Continuation of Pay/Compensation) Forms as a precautionary measure in case follow-up medical attention became necessary at a later date. One of these was related to a temporary respiratory condition (most likely an environmental allergy) and this individual was given agency provided medical care (a one time visit to obtain medicine). The other was for minor abrasions related to glass breakage (see vehicle incident below). One CA-2 (Notice of Occupational Disease and Claim for Compensation) was completed by an officer for possible exposure to infectious or communicable diseases due to contact with human waste and dealing with individuals with obvious respiratory problems.

A minor vehicle damage incident occurred to a rental pickup truck being used by the communications unit to access a repeater site. The accident occurred when a downed tree hooked a rear view mirror on the passenger side of the vehicle and caused the door to bend, resulting in a broken window. This was a non-injury, non-chargeable accident and repair costs were less than \$500.

# COMMAND AND GENERAL STAFF REPORTS

## Public Affairs/Information Section

### Objectives

The objectives of the Rainbow Incident Information Office, generally outlined in the Delegation of Authority, are typical Incident Information tasks. Some of the objectives of the Information Office include:

- Nurture existing relationships within the community by providing information through meetings, updates, media contacts and local agency personnel.
- Manage media air operations in coordination with incident air operations.
- Provide the Incident Commander and/or Forest Supervisor and District Ranger with information on emerging issues and concerns.
- Provide internal agency briefings and communication as the incident progresses.

### Issues

**Information Management** - The Team remained focused on the Forest Service role in managing the effects of this illegal event. This year we were first to get our message out about the environmental and cultural sensitivity of the gathering site, and we used that message consistently every single day. This basically framed the media message for the entire gathering and resulted in a lot of interesting Rainbow Chat Room discussion about the appropriateness of their site selection. This year's Information Team was very experienced with both media and community relations, and easily communicated experiences about previous Rainbow gatherings to the media, local communities, and employees. This experience level resulted in a very professional team that quickly was seen as a credible source for information.

**Noncommercial Large Group Use Permit, noncompliance and consequences** – The issue of an apparent “double-standard,” was raised early in the beginning of the incident. Many Forest Service employees, ranchers, outfitter/guides, and the public expressed concerns that the Rainbow Family was “allowed” to negatively impact natural resources, displace wildlife, and use the Boise National Forest without a Noncommercial Group Use permit.

The Information Team developed talking points, wrote 2 news releases, and produced 23 Daily Updates beginning June 17<sup>th</sup> and ending July 9<sup>th</sup>. We worked extensively with the media, communities and employees to explain the “double standard” dilemma. We stressed that it is an illegal gathering; however, because of safety and health concerns, and the nearly 20,000 individuals involved, the Forest Service is not pursuing a policy of forced dispersal at this time. As well, the team pointed to the immediate, progressive actions taken by the Lowman Ranger District to protect resources and human

health by actions such as closing sensitive riparian areas, designating parking areas, keeping slit trenches out of riparian areas, designating areas closed to camping and firewood gathering, etc.

Information Officers utilized every opportunity to fully explain the benefits of the permit, and the successes in court to the media, employees, and public.

The Information Unit managed certain information to protect the integrity of upcoming permit litigation.

**Economic and cultural effects to the neighboring communities** – Issues included negative effects of regular customers staying away from stores balanced with positive effects of increased Rainbow related sales; local values clashing with Rainbow philosophy; and conflicts with public land-users who traditionally use the Bear Valley area during the July 4<sup>th</sup> holiday. There were numerous complaints of public nudity in area hot springs, and people urinating on buildings, homes, and in open places.

**Political interest** - Local residents contacted elected officials of all levels to complain about the effects of the gathering, including the issues raised above. Members of the public also expressed anger at the Forest Service "allowing," the gathering to occur. Many people expressed early on their desire to bring some friends here and remove the Rainbows from the Cache Creek area. The Information Officers talked to two or three of these people daily for the first 10 days, sometimes spending up to 45 minutes with individuals in order to calm them down and develop an understanding of the complexity of the situation.

Boise, Valley and Custer Counties requested, and received, Emergency Declarations from Idaho's Governor to help off-set the increased need for traffic control, law enforcement, and emergency services. Governor Dirk Kempthorne visited the gathering site on June 27<sup>th</sup>, just prior to issuing the Emergency Declarations.

The National Marine Fisheries Service was admonished for their seemingly low key interest in the possible adverse impacts to the wild salmon and steelhead populations in the Bear Valley watershed. Early on their biologists did look at the site, and NMFS sent a representative to participate in Unified Command meetings.

**Environmental and Cultural Sensitivity** – This new issue for the gathering focused around six species listed as Threatened under the Endangered Species Act, and the sacred spiritual sensitivity of for the Shoshone-Bannock and Shoshone-Piaute Tribes. This issue brought in "new players" that may be utilized in future gatherings. These include National Marine Fisheries Service, US Fish & Wildlife Service, and the Tribes. These new players strengthened our position that the Rainbow Family must come to us early so we can work together to identify a site that is acceptable from an environmental and cultural standpoint.

**Law Enforcement** - The increase in law enforcement presence to deter and respond to criminal activity within area communities was well received by local residents and forest recreationists.

The team included arrest reports in the Daily Updates, managing information to comply with privacy laws. As well, the team coordinated with information representatives of other law enforcement and environmental regulatory agencies to release facts regarding arrests, citations etc.

Information Team members processed many calls reporting missing people or runaway juveniles, forwarding them to Sheriff's officials.

**Rumor Control** – We actively encouraged the public and employees to call with any rumors so Information Officers could confirm or dispel the rumor. Rumors regarding other agencies were turned over to those agencies for direct contact of the individual reporting the rumor.

A solid relationship was developed amongst many of the townspeople and the Information Team through the two trap-lines, which were run daily, seven community meetings, and by encouraging locals to come into the ICP.

## Strategies

### **Staffing**

The Rainbow Incident Information Office included a Lead Public Affairs/Type I Information Officer, and one Type II Information Officer, one Type II trainee, and two Type III Information Officers. The personnel were all highly qualified and had varied assignment lengths. The Information Team had members with strong verbal and strong writing skills. Three members of the team served last year and provided a solid background on management of Rainbow gatherings, noncommercial group use permit issues, community relations, and working with law enforcement. One member of the team was very knowledgeable about the local area and knew several county commissioners, sheriffs, and citizens.

One position was reserved for an Information Officer within Region 4 to provide some corporate memory, as well as an excellent training opportunity in managing a large group event.

The Boise National Forest Public Affairs Officer provided excellent support with media and key contact information, calling with a 'heads up' to rumors, providing an overview of Forest issues and giving the team an idea of the political climate regarding the Forest Service in Boise, Valley and Custer Counties.

### **Internal Communications**

One of the first and most important tasks of the Information Office was to e-mail the Boise National Forest the Daily Update for posting on the World Wide Web. This was one of the primary means of accessing the Daily Update for many members of the public, media, law enforcement, and government.

The Information Officers were set up in the Lowman District office. This allowed for immediate access to the front desk and the public, and we could take phone calls regarding the Rainbow gathering that came into the District's phone system. Many customer calls were referred to the ICP Information Office with the goal of relieving the front-liners of Rainbow-related calls.

The Daily Updates were e-mailed to an internal mailing list for employees on the entire Boise National Forest personnel, the Payette Supervisor's Office; Payette leadership team; McCall Ranger District; Sawtooth leadership team; Sawtooth National Recreation Area; Stanley Ranger District; and the Challis Ranger District. Daily Updates were also emailed the Regional Forester and select staff in the Regional Office; regional Special Agents; the Noncommercial Group Use Oversight Committee; and

others. There were approximately 650 names on the internal mailing list. Daily Updates were also emailed to media outlets, state and federal congressional offices; interested members of the public, permittees, county & state law enforcement and health/safety contacts, and local businesses. As well, they were delivered by hand on two separate daily "trap-lines" to area motels, stores, campground hosts, Post Offices, mini marts, gas stations, and numerous other merchants. Daily Updates were posted on the Boise National Forest Internet page.

The Incident Information Office also completed thank-you letters for members of the Unified Command and others who helped the team either with lodging or the management this complex incident.

### **External Communications**

After establishing the Incident Information Office at the Lowman Ranger District, Daily Updates were produced to keep the media, general public, elected officials, area merchants and law enforcement agencies informed about the Incident. The Daily Update was also used to dispel rumors and keep the community abreast of issues and information about the gathering. 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. As well, a second page of the update contained statistical information relating to law enforcement operations, and medical information. The strategy was to contact as many people as possible via e-mail. The Daily Update was forwarded onto other mailing lists, eventually reaching an estimated 950 people (or more) every day. The Daily Update was placed on the Boise National Forest's web page ([www.fs.fed.us/r4/boise](http://www.fs.fed.us/r4/boise)) and linked to by the Rainbow Family on their web site ([www.welcomehome.org](http://www.welcomehome.org)).

Two community "trap-lines" were done daily—one from Lowman to Banks; the other from Lowman to Stanley. Particular attention was given to those establishments that Rainbows frequented, but nearly every business, Post Office and Library were visited daily. This concerted effort of outreach to local communities had two interesting outcomes. The primary goal was to diffuse tensions from community members that may have felt like forcing Rainbow Family members to leave. On July 10<sup>th</sup> I spoke with a Seattle area reporter who was born and raised in this area. He was shocked at the attitudes he witnessed—residents felt informed, knew the situation was under control as well as possible, appreciated the increased law enforcement presence, and understood that little more patience was needed as the situation would soon be over. The second outcome of such an extensive trap-line and community meeting effort was seeing people come together with the Forest Service in a unified attempt to limit resource damage during this unfortunate and illegal event.

### **Community Meetings:**

Seven Community meetings were held in Custer, Valley and Boise Counties:

- June 18, 2001 – 2 pm in Stanley, ID. Approximately 115 in attendance
- June 21, 2001 – 2 pm in Cascade, ID. Approximately 32 in attendance
- June 21, 2001 – 5 pm in McCall, ID. Approximately 18 in attendance
- June 22, 2001 – 7 pm in Horseshoe Bend, ID. Approximately 16 in attendance
- June 23, 2001 – 7 pm in Garden Valley, ID. Approximately 31 people in attendance
- June 24, 2001 – 7 pm in Lowman, ID. Approximately 42 people in attendance
- June 25, 2001 – 7 pm in Idaho City, ID. Approximately 25 people in attendance

## Information Office Activity

The Incident Information phone line was well publicized and well used. Approximately 900 phone calls were received between June 21st to July 10<sup>th</sup>, peaking during the week prior to the gathering. About 18 percent of the calls, 160, were media calls. The Incident Command Post was in the Lowman Ranger District Office along State Highway 21. The front office was open seven days a week and received a lot of walk in traffic from tourists and Rainbows. They found our Daily Updates to be very popular.

To meet the needs of outlying communities, the Information Office also developed two "trap-lines" to distribute the Daily Updates between Banks and Stanley on a daily bases. This personal contact nurtured relationships and provided valuable feedback. As Information staffing levels decreased we went to an every other day schedule, but the public was less than thrilled with our new schedule. They had grown accustomed to their daily information about the Rainbow Family.

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 Regional Office and Washington Office about the management of national issues and media on this incident.

All media that contacted the office were encouraged 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.

The media 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.

Television	Print
Channel 2 - (20 Total)	Idaho Statesman (12)
Channel 6 - (19)	Spokesman Review (10)
Channel 7 - (27)	Salt Lake Tribune (9)
Channel 12 - Fox (13)	AP (10)
German TV - (2)	Twin Falls Times News (15)
CNN - (1)	Boise Weekly (10)
Radio	New York Times (3)
KIDO (2)	U.S. News & World Report (7)
NPR-91 (14)	Challis Messenger (6)
KBOI (1)	Ketchum News (1)
KIOV (1)	Idaho Journal (3)
KGCI-Missoula (1)	Missoulian (1)
KBSU (4)	Idaho Press Tribune (3)
KWEI (1)	Idaho Observer (1)
A Twin Falls Station (2)	Moscow-Pullman Daily (1)
Northwest Ag. Network (3)	Free Lance writers (3)
Pacifica Network (1)	
Q-6 News, Spokane (3)	



## VIP Visits

This incident attracts VIP visits every year, usually elected officials and Regional or Washington Office Forest Service personnel: These guests were provided briefing packages by the Information Office.

For the 2001 gathering, contacts included:

State Government Officials
Dirk Kempthorne -- Governor
Rod Sando -- Director Idaho Department of Fish and Game
Larry LaFrenz -- The Adjutant General, Idaho National Guard
John Cline -- Director Bureau Disaster Services
Jim Caswell -- Office of Species Conservation
Jim Yost -- Governor's Policy Advisor on Natural Resources
Rick Holmes -- Protocol Officer for the Idaho National Guard
Mark Snider -- Press Secretary for Governor Kempthorne
Ron Farnsworth -- Governor's Security Advisor
Forest Service Officials
Jack Blackwell -- Regional Forester
Liz Close -- Recreation Staff--Regional Office
Chris Pyron--Deputy Regional Forester
Dave Rittenhouse -- Acting Deputy Regional Forester--R-1
Anne Archie--Acting Forest Supervisor, Boise NF
George Matejko--Forest Supervisor--Salmon-Challis NF

# COMMAND AND GENERAL STAFF REPORTS

## **Law Enforcement Operations Section**

### Participating Law Enforcement Agencies and Organizations

The incident Unified Command included the Valley and Boise County Sheriff's Department, Forest Service, Idaho State Police, and Idaho Department of Fish and Game. Other participating agencies included the Idaho City, Stanley, Cascade and McCall Police Departments, Custer County Sheriff's Department, National Marine Fisheries, Drug Enforcement Administration, Immigration and Naturalization Service, and the United States Attorneys Office.

In addition to any specific jurisdictional responsibilities, all law enforcement agencies provided support to the Valley and Boise County Sheriffs as the lead enforcement agencies. A cooperative law enforcement agreement and operating plan was established with the Sheriffs through which \$41,000 in funding was provided to support patrol functions of the Sheriff, and to also help support an incident dispatch center established by the Boise County Sheriff. As the existing law enforcement dispatch center in Boise County would have been overwhelmed by the incident needs, this center provided the entire incident dispatching for incident personnel of the Sheriff, Forest Service, Idaho State Police, and Idaho Fish and Game. The center also served to enhance communication and coordination between all law enforcement officers working in the tri-county and incident area. In addition, the Idaho State Police received a cooperative law enforcement agreement in the amount of \$9,000 to cover lodging, meals and overtime costs for officers assigned to the incident.

Forest Service, Idaho Fish and Game, and National Marine Fisheries officers predominantly provided for public safety and fish, wildlife and resource protection within and immediately adjacent to the Gathering. The County Sheriff provided overall coverage for public safety within the County and Gathering area and provided incident dispatch and jail services. The Sheriff's Departments coordinated juvenile matters, law enforcement and/or parental attempts-to-locate, and wanted person/vehicle reports. The Idaho State Police provided for traffic safety on the state and county roads leading to the Gathering.

In addition to regular information flow between the agencies, interagency meetings were held two times a week to discuss strategies and provide information on individual agency activities related to the gathering.

### Strategy

Law enforcement resources on the incident provided support of the overall incident objectives of the Unified Command. Primary law enforcement objectives were to: provide for the safety of area residents, forest employees, gathering attendees, and other visitors; respect the civil rights of all; and enforce applicable laws and regulations inside and outside the perimeter of the Gathering in a fair and consistent manner. Enforcement activities of all agencies were commensurate with their law

enforcement capability and current standards and thresholds set by affected judicial districts. Forest Service enforcement actions were also in accordance with the agency's national strategy for the management of large group activities:

- address health and safety risks to the public, area residents, agency employees, and event participants.
- ensure maximum participation of and coordination with affected federal, state, and local agencies and elected officials.
- minimize the impacts of the events on natural and community resources and ensure restoration of impacted lands and resources.
- provide for full enforcement of all applicable laws and regulations throughout event areas in a manner that is fair, consistent and constitutional.
- ensure that enforcement activities are commensurate with law enforcement capability to ensure safety and effectiveness, and that they are consistent with current standards set by affected judicial districts.
- provide information to all interested agencies and the public, respond to concerns of elected officials and the community, and manage media relations in coordination with all cooperating organizations.
- meet first amendment requirements of free speech, assembly, and religion.
- anticipate and minimize impacts of conflicting land uses.

The primary enforcement strategy of all agencies was to prevent crimes, maintain order, provide for safe traffic movement and emergency access on all roads, and protect public safety within and associated with this large group event through high visibility law enforcement presence. Emphasis was placed on traffic enforcement and high visibility vehicle patrols on roads leading to and throughout the Gathering area to reduce the occurrence of motor vehicle and pedestrian accidents, identify problem areas, and to provide immediate availability of officers to detect and to respond to incidents and citizen reports of crimes or emergencies. In addition, Forest Service, Boise County Sheriff, and Idaho Fish and Game officers conducted law enforcement horse patrols in the populated areas of the gathering away from roads that also provided support and protection for non-law enforcement incident personnel working within the Gathering itself (e.g. health and resource agency personnel).

### Issues and Concerns

- Rainbow Family of Living Light and gathering participants continue to refuse to comply with federal regulations governing large non-commercial group use of National Forest System lands. Although two valid applications for Noncommercial Group Use Permits were submitted, both were denied because of threatened species habitat, and sacred Tribal lands in the Bear Valley area. The area provides habitat for Chinook salmon, steelhead, bull trout, and experimental/non-essential population of gray wolves, bald eagles, and Ute Ladie's Tresses. The first application was submitted when there were approximately 300 individuals at the site, and the second was submitted when there were about 1,100 individuals gathered. The gathering was still a non-permitted event, placing all participants and spectators in violation of federal law and citations were issued for group use violations. Sixty-nine Gathering

participants were issued Violation Notices by the Forest Service for this offense including 7 with mandatory court appearance. Initial court appearances will be scheduled in federal magistrate court, and the investigation is continuing.

- Despite Rainbow Family assurances that alcohol and drugs are discouraged at the gathering, a large amount of open alcohol and controlled substance exchange and use occurred at this gathering as with all other National Rainbow Family gatherings on National Forest System lands. Law enforcement personnel documented 130 drug and 61 alcohol-related incidents during the one-month reporting period; however, more widespread and open use of marijuana throughout the gathering as well as persons under the influence of alcohol and illegal substances were observed by Forest Service and other agency officials. Drugs actually encountered, seized or observed by officers at the gathering include marijuana, methamphetamine, ecstasy (MDMA), hallucinogenic mushrooms, and LSD. A wide variety of related drug use paraphernalia was also observed and seized.
- Despite gathering assurances that weapons are discouraged, weapons were observed within and enroute to and from the gathering area. Officers, and innumerable edged weapons such as large knives encountered two incidents involving firearms; machetes and a full sized sword were observed on the persons of gathering participants. Weapons recovered were a small handgun involved in a felony drug arrest along with a similar case involving possession of a sawed-off shotgun.
- A large number of gathering participants contacted by Forest Service officers and who were issued violation notices in the gathering area between June 28 and July 7 were found to have criminal histories. These include previous offenses for assault, assaulting peace officers, possession and/or sales of firearms, and possession and/or sales of drugs. Some are fugitives with active warrants - at least 17 arrest warrants were executed by the arrest of gathering participants. Additional fugitives were encountered whose issuing states were unwilling to extradite from Idaho. b7e
- Many Rainbow gathering participants continue to exhibit aggressive and abusive behavior towards law enforcement officers working within the gathering area. In the past, this has included assaults on Forest Service officers, and the circling of officers with large numbers of people, the blocking of escape routes for officers with logs, and interference with their actions as they attempt to make law enforcement contacts. However, this behavior was significantly less at this gathering than at others. It is believed that the deployment of Forest Service horse-mounted police units inside the gathering area helped diffuse aggression against police officers. Mounted units were able to spot early hazardous situations and take action to prevent escalation. Many gathering participants expressed unhappiness and fear with this behavior and the protection of the criminal element at the Gathering and either attempted to assist officers or left the Gathering. This aggressive and assaultive behavior continues to create officer safety concerns and increases the number of officers and units required to patrol in order to provide for officer safety.
- Local communities near the area of the gathering such as Idaho City, Stanley, Cascade and McCall continue to be impacted by the Rainbow Family gatherings. Incidents handled by law enforcement agencies include theft, refusing to leave business areas, loitering, harassing

motorists for rides, abandoned vehicles, vehicle theft and the theft of gas and auto parts from vehicles, gas drive-offs, use of drugs in front of businesses, aggressive panhandling, disturbances, bathing in and/or soiling business restrooms, theft of water, traffic congestion and traffic violations, and public nudity, especially, the impact of naked Rainbows at the numerous hot springs in the area.

- Despite signing in the area, and warnings about fire danger, a larger number of incidents of possession or use of fireworks within the gathering occurred compared to previous years.
- Traffic safety, dust and poor road conditions, and the interference with or blocking of Forest Service roads in the area of the Gathering were a significant problem at this year's gathering as in all other years. Traffic violations included careless and reckless vehicle operation, vehicle accidents, speeding, vehicle equipment violations, use of vehicles in closure areas, blocking or interfering with use of roads and gates, parking in violation of posted signs, driving without or on a suspended license, driving while under the influence of alcohol or drugs, etc. Approximately 20 vehicles were towed by law enforcement agencies over the 2-3 week period of the gathering related to violations or pursuant to the arrest of the driver or owner.
- The site chosen for the gathering lay within a sensitive area in the Bear Valley Creek area closed to motorized vehicle traffic except on designated roadways. Special forest closures were placed in effect to protect the streams in Cache, Sack and Bear Valley. The Rainbow Family's lack of planned lawful and suitable parking locations and sufficient personnel committed to assist with traffic management and parking these vehicles contributed to this problem, as thousands of participants fended for themselves and parked as they wished. Despite the agreement of several participants to the use of a designated large meadow area for parking and repeated pleas of enforcement officers regarding heavy congestion and resource damage from illegal and damaging parking, the impact to the meadow with all the numerous new roads was devastating. Between June 17 and July 7, traffic on the road into the gathering area was extremely heavy and hazardous due to the dusty and rough road conditions. This heavy congestion and the safety hazards it creates also limited the ability of officers to handle offenses. A forest closure regulating the speed to 30 mph helped alleviate the traffic problems.
- Unaccompanied juveniles and juvenile runaways attending Rainbow Family gatherings continue to be a problem. The Sheriff's Office received many requests from parents and out-of-state law enforcement agencies to locate missing persons or runaways and over 15 were recovered or assisted during this gathering.
- As in 2000, observed participants in this gathering included members of Earth First and Earth Liberation Front.
- The installation and maintenance of water lines on National Forest System lines requires a special use permit. Several water pipe systems were installed into area seeps, springs or drainages without Forest Service authorization in violation of law. This caused damage to spring areas and diversion of water from natural sources. Agencies were reluctant, however, to shut down these systems due to the thousands of individuals using them as their sole source of water.

- The many aspects of criminal behavior, intoxicated individuals, weapons, volumes of people, and road congestion presented serious safety concerns [REDACTED]

[REDACTED] 18,000 to 19,000 people).

[REDACTED] the area was regularly patrolled by Forest Service mounted patrol officers from June 18 to July 7. 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. The majority of Rainbow gathering participants very warmly received these mounted officers. b7e

### Aviation

Aviation support to the incident included incident documentation, support to safety operations, and medivac. The Forest Service and an area air ambulance helicopter services provided aviation support. All air operations over the incident were coordinated with the Incident Command Team and the National Forest Dispatch Center and Aviation Officer. 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 and incident ground personnel were notified of any flights scheduled to occur. Approximately 11 medivac transports were needed.

### Staffing

Forest Service Law Enforcement and Investigations personnel provided [REDACTED]-hour coverage comprising [REDACTED] shifts during the peak period of the event from June 17 through July 7. Daytime coverage was provided as soon as the site was known on June 10 and continued through July 14. Regional LE&I personnel assumed patrol duties in the incident area on June 15 and continued to provide daytime presence in the incident area. [REDACTED] K-9 [REDACTED] provided on each shift. K-9 dogs were officer protection and drug detection dogs. Forest Service Incident Management Team law enforcement staffing consisted of the following:

#### Patrol Officers (\*)

June 10 through June 16 [REDACTED] officers  
June 17 through July 7 [REDACTED] officers  
July 7 through July 14 [REDACTED] officers  
(\* Includes [REDACTED] K-9 units and [REDACTED] mounted officers)

b7e

#### Supervisory Personnel

[REDACTED] Law Enforcement Operations Section [REDACTED]  
[REDACTED] Division Supervisors

#### Investigative Personnel

[REDACTED]

#### Support Personnel

One (1) Documentation Clerk

Incident staffing provided by other agencies is available from those agencies.

## **Statistical Reporting**

The Forest Service who gathered information and assembled information on a daily basis coordinated statistical reporting for all agencies. The incident reporting period was approximately June 10 through July 7, 2001. All statistics shown below are best available information gathered during the incident.

### **U.S. Forest Service**

Natural resources and government property continue to be heavily damaged by the Rainbow Family gatherings. These included cutting of green trees and boughs, digging of large deep holes and trenches, digging in and removal of soil from along stream banks, construction of numerous unauthorized structures such as human shelters, ovens, bridges and waterlines, complete devegetation and compaction of soils along numerous newly established roads and trails, damage to roads, and huge amounts of debris, feces, and trash left in an exposed and unsanitary condition. These illegal acts were far too numerous to document, and responsible parties were difficult to determine. However, several folks were issued violation notices and warnings for building the illegal structures.

In addition, due to the extremely limited number of officers vs. the tens of thousands of participants, and the hazardous nature of enforcement conditions discussed above, many observed minor violations were not investigated or reported by officers working within the gathering area. In addition, investigation of many serious violations was thwarted due to direct opposition or interference by Gathering participants in the investigation - in some cases stated by participants as fear of retaliation by Family members toward anyone appearing to cooperate with officers. Examples of these offenses included drug dealing and overdoses, fights, and assaults. Thus, the statistics below do not reflect the full incidence of violations of law within the gathering.

Forest Service officers issued 1195 citations and warnings, and documented over 1205 incidents as shown below:

# Statistical Information

**Total Forest Service Only—and Combined Total for all of Unified Command**  
*(For the period of June 10 to July 7, 2001)*

TYPE	# of Forest Service	TOTAL with Unified Command
Felony arrests	5	11
Misdemeanor arrests	3	41
Warrants served	2	29
Citations issued	488	1108
Warnings issued	707	1422
Occupancy/Use (Permit)	132	*
Occupancy/Use (Structures)	13	*
DUI	2	10
Other alcohol	40	82
Drug Related	103	181
Weapons	2	5
Disorderly Conduct/assault/officer interference	43	62
Traffic and vehicle	531	1229
Vehicle accidents	2	6
Medical emergencies and assists	6	13
Juveniles recovered/assisted	3	15
Stolen/missing vehicle recovered	3	4
Stolen/missing private property/shoplifting	2	5
Loitering/panhandling	1	103
Nudity	42	69
Stolen/damaged public property <sup>A</sup>	9	19
Natural resource damage/Game and fish	129	129*
Public assists	34	442
Other Agency Assist (Drugs)	55	*
Other Agency Assist (Other)	33	*
Possession/Discharging of Fireworks	20	

\* Final figures are not yet in for all Unified Command members.

b6  
b7c

**Incidents of Interest or Significance Occurring at or Related to the Rainbow Family Gathering:**

On June 17, Forest Service LEOs assisted Boise County SD in the apprehension of a suspect involved in a strong-armed robbery incident that occurred at a local store in Lowman, ID. Suspect apparently forcibly pushed a store proprietor during the commission of a robbery involving the theft of food.

On June 23, Forest Service LEOs arrested a 41-year old woman for felony possession of controlled substances, including several bags of marijuana, methamphetamine, mushrooms, LSD, drug paraphernalia and a loaded .22 caliber semiautomatic pistol. The woman identified herself as [REDACTED] and would not



66-  
67c

produce any positive identification. This person also goes by the name of [REDACTED], [REDACTED], and allegedly is in charge of the "Shanta Sena", the internal police force of the Rainbow Family. She was transported to the Ada County Jail in Boise, Idaho. She was denied bail, after being arraigned in federal magistrate court on charges of felony drug possession with intent to distribute, and felony possession of a firearm during the commission of a crime.

On June 28, Forest Service LEOs took a 30-year old man into custody for possession of an illegal sawed-off shotgun, drugs, including methamphetamine and drug paraphernalia; and providing false information to a police officer. ATF and the AUSA in Boise have taken the case and subject was bound over and charged with felony possession of an unregistered weapon made from a shotgun and giving false statements to a police officer.

On June 28, during a routine traffic stop, Idaho State Police arrested a male subject on a felony warrant from Texas. The warrant was for parole violation-aggravated battery and also a misdemeanor warrant for failure to appear. Subject claimed he was not a member of the Rainbow Family, but was heading to the gathering. ISP transported to Custer County Jail.

On June 29, a Rainbow-related felony arrest occurred when a forest service K9 alerted to drugs in a vehicle including several bags and glass jars containing marijuana, a THC ball about the size of a golf ball, and 6 pieces of mushrooms. Valley County SD arrested suspect and transported to jail in Cascade, ID.

On June 29, the Boise Police Department arrested a 33-year-old male for felony burglary and petty theft. The suspect, alias [REDACTED], associated with the Southern Utah Rainbow Family camp at the Rainbow Gathering in Bear Valley had apparently traveled to Boise to purchase a large quantity of food supplies for the Rainbow kitchens. Instead he became involved in a grand theft larceny scheme and was in custody of the Immigration and Naturalization Service. The suspect's passport and identification were retrieved from the SURF camp and the English citizen, who was determined to be an illegal alien, will be deported from the United States.

On June 30 law enforcement officers from the unified command, including Idaho State Police, Boise County SD and USFS, arrested a male subject for domestic battery and attempted murder on a female subject. The husband and wife, from Boise, Idaho were transporting members of the Rainbow Family to the camp and were involved in a dispute in which the husband attempted to steer the car off into the canyon. The wife stopped the car and removed the keys from the ignition. The husband battered his wife with his fists and a beer can and she managed to get away. Members of the Rainbow Family found her lying on the road about 10 miles north on FR 582 on the Clear Creek Road. The male subject was arrested and transported to the Boise County SD.

On July 5, an incident occurred near Sack Creek Meadow when the Boise County Sheriff placed an individual under arrest and was immediately circled by several hundred individuals. The suspect became lost in the crowd and disappeared from sight. The horse mounted patrol units were quick to respond and dispersed the crowd without major incident.

On July 6, an incident occurred near the intersection of Highway 21 and FR 579 when three individuals became resistive and combative to forest service officers during an investigation. Subjects were blocking the roadway and interfering with the flow of traffic. A dog and an individual were subdued by using aerosol subject restraints to effect custody during a lawful arrest. The subjects were arrested for interference and were transported to jail. Other agencies responding were the Boise and Custer County Sheriff's Departments and the Idaho State Police.

b6  
b7c

## Investigations

A primary focus of the Team investigator this year continued to be coordinating enforcement of the non-commercial group use permit regulation. In recent years, only a very few national gathering participants were cited for a violation of the regulation (2 people in 1998, 3 in 1999, 3 in 2000). This year, over 70 participants were cited for violating the noncommercial group use regulation. Of these, seven people were cited with a mandatory court appearance date, meaning they must appear in Federal Court to answer the charges. The other persons cited were given the opportunity to post collateral in lieu of appearing in court. In past years, these mandatory appearance citations have resulted in trials leading to convictions in both district and appellate courts.

The investigator handled two felony cases in Idaho Federal Court during the national gathering. In the first case, a woman known as the [REDACTED] was arrested on June 23<sup>rd</sup> after a minor traffic offense led to the discovery of drugs in her car. Marijuana, methamphetamine, LSD and hallucinogenic mushrooms were found, along with drug paraphernalia and a loaded semi-automatic pistol. The woman was charged with possession of controlled substances with intent to distribute, and possession of a firearm during the commission of a drug felony.

In the second case, a routine traffic stop by Law Enforcement Officers on June 28<sup>th</sup> led to the discovery of an unregistered sawed-off shotgun in a vehicle, along with methamphetamine and drug paraphernalia. The driver was arrested for possession of the unregistered firearm and for giving false information to officers. He is a convicted felon and may also be charged with being a felon in possession of a firearm. Valley County will prosecute the drug violations.

Another traffic stop on June 29<sup>th</sup> led to the discovery of felony amounts of marijuana within a vehicle, based on the use of a Forest Service K-9, who sniffed out the drugs. Valley County has agreed to prosecute this case.

Three persons were arrested on July 6<sup>th</sup>, and two of them appeared in Federal court on misdemeanor charges of interfering with a Forest Officer. The two pleaded guilty on July 10<sup>th</sup> and were sentenced to four days in jail and two year probation. A condition of probation is that neither may spend a night in any National Forest during their probationary period. The third person awaits trial in Custer County on state charges and may later be charged in Federal Court.

# **COMMAND AND GENERAL STAFF REPORTS**

## **Finance Section**

### **Strategy**

Management of this year's incident was funded in advance at the National level. Law Enforcement and Investigations provided for officer overtime (base salary was covered by LE&I) and miscellaneous support expenses. National Forest Systems provided for salaries, overtime and miscellaneous support expenses for non LE&I personnel. We started the Incident June 7, 2001 with the understanding that we would be funded at our Level III Alternative (\$654,472). On July 9, 2001 we learned we did not receive additional NFS funds and our total allocation was \$550,000 (initial \$400,000 plus an additional \$150,000 from LE&I). This was the first year to implement the new strategy as outlined by the Non-commercial Group Use Oversight Committee and to fund the approved NCGU Coordinator (NTE 1 year detail). This level of 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.

The Team's strategy was to minimize costs by utilizing existing systems such as computers and equipment including fax machines, telephones and copiers; 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 actual 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. All base salary costs of LE&I employees were charged to home units.
- This year we used one job code and plan to adjust both LE&I and NFS funds.
- The treatment of AUO for law enforcement officers, LEAP for Agents and 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 lifted the biweekly maximum earnings limitation (GS 15 step 10).
- The Secretary of Agriculture's declaration of non-natural disaster emergency for this event allowed flexibility in granting time away from the incident for R&R.
- For the last 3 years the incident has provided supplemental foods (water, ice, granola bars, fruit, and juice) for the LEO's. The incident had been buying the supplemental foods for the first 2 weeks based on the remote location, the JHA and past incident operations. The Forest raised concerns over purchasing supplemental foods while on per diem. Since the incident was in a remote location and the Safety Officer had done a Job Hazard Analysis, the Forest AO did research with the RO and the WO. The WO determined we should not be providing supplemental foods while on per diem. We discontinued these purchases following notification by the Forest AO and only approved supplemental items were provided.

### Financial Summary:

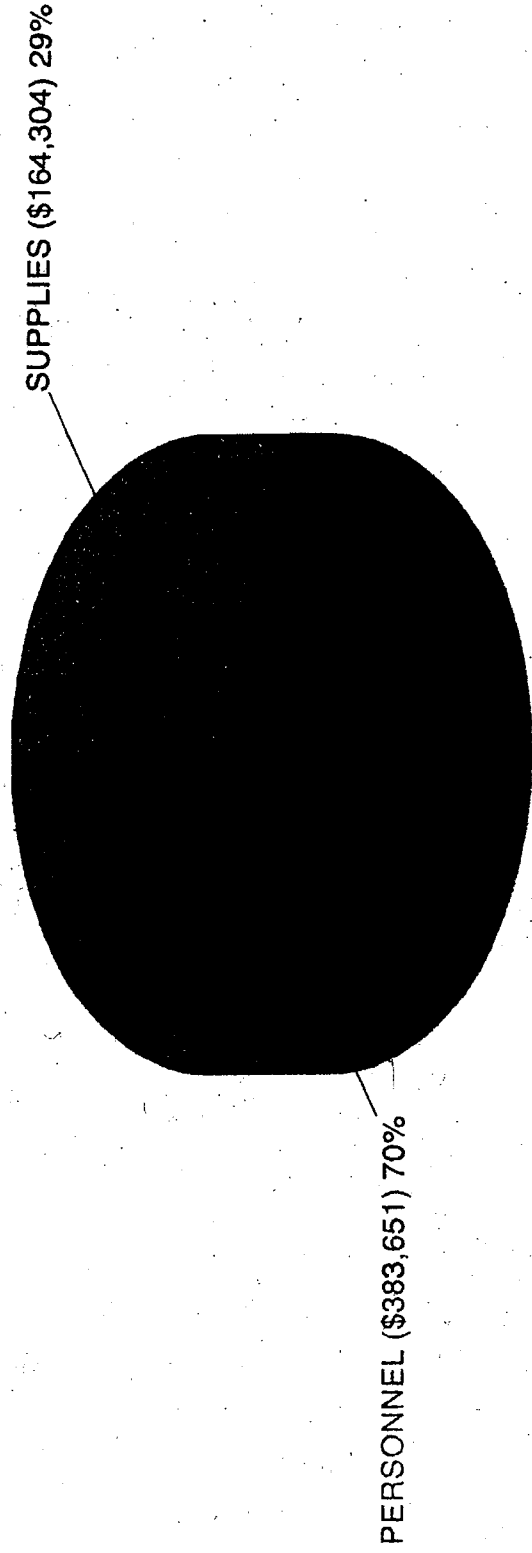
Preliminary Estimates	\$654,472
To Date 6/7	\$ 35,242
To Date 6/14	\$110,015
To Date 6/21	\$283,639
To Date 6/28	\$386,002
To Date 7/5	\$473,191
Estimate thru 9/30/01	\$176,809
Projected Rehabilitation Costs	**
<b>TOTAL COSTS</b>	<b>\$645,000</b>

\*\*The Forest expects the Rainbow Family to only complete a portion of needed rehabilitation of the impacted areas. Additional costs of rehab work necessary to rehabilitate severely impacted areas will have to be borne by the Forest. The District plans to conduct and fund the seeding associated with the rehabilitation. Additionally, once the Family has departed, any failures are likely to be funded by the Forest.

### COOP Law Enforcement Agreements

This year \$30,000 was budgeted for Coop Law Enforcement Agreements. The Region made an additional \$20,000 available. Boise County Sheriff's Department received \$26,500 to cover Incident dispatch services and patrol, Valley County Sheriff's Department received \$14,500 for patrol, and Idaho State Police received \$6,550 plus up to \$2,450 for lodging to cover patrol services of 7 troopers.

# ID-NIC-0107 RAINBOW GATHERING 2001



TOTAL COSTS - JULY 11, 2001

# COMMAND AND GENERAL STAFF REPORTS

## Planning Section

### Incident Personnel

The National Incident Management Team (NIMT) consisted of nine primary positions: Incident Commander, Plans Section Chief, Operations Section Chief, Communications Section Chief, Finance Section Chief, Logistics Section Chief, Information Officer, Safety Officer, and an Investigator. The Lowman District Ranger served both as the Forest Supervisor's Representative and Resource Advisor. The NIMT support positions included four information assistants, a dispatcher, a switchboard operator, five communications assistants, and a Documentation Unit Leader. The Lowman Ranger District provided the following support positions on an as needed basis to the NIMT: GIS specialist, supply clerk, purchasing agent, driver, and several resource specialists including a Hydrologist, Fisheries/Wildlife Biologist, Biological Technicians, and District Resource Assistant. The Forest provided the services of a Botanist, Hydrologist, and Heritage Resource Specialist. b7e

At maximum staffing there were [redacted] Forest Service Law Enforcement Officers (LEO's) and two shift supervisors. This included [redacted] horse-mounted units and [redacted] K9 units. The Boise National Forest (BNF) provided [redacted] LEO's and a Patrol Captain in various law enforcement roles. Under the Unified Command structure, this law enforcement staffing was supplemented by officers from the Valley County and Boise County Sheriff's offices, the Idaho State Patrol, the Idaho Fish & Game Department, and the National Marine Fisheries Service.

### Unified Command

Although the gathering site was located in Valley County, the main access routes to the site were through the small communities within Boise and Custer Counties. The first of seven Unified Command meetings was held on June 19 and attended by 42 people. Over the course of the gathering, 67 participants representing thirteen-state agencies, twelve county agencies, twelve local agencies and emergency service organizations, and two federal agencies (National Marine Fisheries Service and US Forest Service) participated in the unified command system. Representatives from the Governor's Office, Congressman Butch Otter's office, and three County Commissions also participated.

### Planning Section

The Planning Section responsibilities included: tracking of incident resources, development of the Incident Action Plan (IAP), facilitation of daily law enforcement briefings, daily NIMT meetings, and seven Unified Command meetings, development of vicinity and incident maps, providing support to the Forest resource specialists in identifying mitigation measures and assessing environmental impacts, assisting in the development of the rehabilitation plan, the demobilization of incident personnel, and compiling the incident documentation file.

The Documentation Unit Leader's primary responsibilities include maintaining the master IAP and providing daily updated pages to the shift supervisors, reviewing Incident Reports and Violation Notices for completeness and making five copies of each, compiling daily statistical reports and sending them to the Central Violations Bureau, compiling daily LE Situation Reports and sending to the WO and other state and federal agencies, maintaining the Information Checkpoint Request Plan and checkpoint data records, tracking and maintaining the LE Daily Logs, and providing technical computer assistance to officers and team members.

The District Ranger served as the Resource Coordinator and also provided a District GIS Specialist to assist with map-making. The Ranger directed the efforts of numerous resource specialists including an Archaeologist, Botanist, Hydrologist, Resource Assistant, Biological Technicians, and Fisheries/Wildlife Biologist.

### **Incident Action Plan (IAP)**

Rather than printing new IAP's each day, the IAP is assembled in a 3-ring binder and additional or revised pages are distributed to the officers each day. Each pair of officers, working together as a team, is given a binder upon arrival at the incident, and updated pages are provided daily by the Plans Section via the Operations Section Chief and Shift Supervisors. Officers are thus responsible for the currency of their own IAP's. A master IAP binder is maintained in the Operations Section Office.

The IAP consists of the following sections:

- Incident Objectives
- Organization Assignment List
- Incident Safety Plan
- Periodic Health & Safety Alerts
- Emergency Phone Number Directory
- Medical Plan
- Aviation Safety Plan
- Fire Suppression Plan
- LE Operations Plan
- FSH 5309.11 Chapter 50 pp 16-21
- Communication Plan
- Vicinity Map
- Incident Map
- Division Assignment List
- Collateral Forfeiture Schedule
- ATL's/BOLO's (attempt to locate/be on the lookout for)

### **Environmental Effects**

The Rainbows started gathering at their spring council site in Cache Creek Meadow around June 10. On June 11 the Lowman District Ranger, Valley County Sheriff, Boise County Sheriff, and a supervisory Forest Service Law Enforcement Officer met with some of the Rainbow members at Cache Creek Meadows and explained the sensitivity of the area and encouraged them to consider less

sensitive locations elsewhere. On June 14, 2001, Incident Commander [REDACTED], District Ranger Walt Rogers, and Operations Section Chief [REDACTED] went to Cache Creek Meadow where the Rainbow Family of Living Light (RFL) was holding a council meeting. The intent of the team was to address the Council concerning permit requirements. The Council advised the team that they were not welcome. Based upon prior history of the RFL and their willingness to occupy a site regardless of environmental or other concerns, The District Ranger ordered numerous resource specialists to report to Cache, Sack, and Bear Valley Creeks and begin making recommendations to best mitigate the effects of thousands of people coming to the environmentally sensitive area. During this period the Ranger had also initiated consultation with the National Marine Fisheries Service and the Fish & Wildlife Service. b6  
b7c

Between June 16 and June 23 the Ranger received four applications for a noncommercial group use permit for the Cache Creek/Sack Creek area. Two were denied because they were incomplete and two were denied for reasons associated with the cultural and environmental sensitivity of the area. On June 17 the Forest Supervisor signed two Orders for occupancy and use that closed a portion of Bear Valley Creek to human use (excepting Tribal treaty rights) and prohibited camping within fifty feet of streams, and included other prohibitions to protect the aquatic resources. On June 22 the Ranger sent the Rainbows a list of sixteen resource restrictions to mitigate lessen environmental impacts. On June 23 and 24 the Ranger, accompanied by District resource specialists, visited all of the known Rainbow kitchen sites, latrines, and waste pits that were already constructed or in the process of being constructed and left the sites in place if they were in compliance with the aforementioned orders.

On June 26 members of the Idaho Conservation League, Idaho's largest environmental organization, and Idaho Rivers United, Idaho's second largest environmental organization, visited the site to express their concerns to the Rainbows and to distribute educational brochures addressing the fisheries resources. They also assisted by posting signs in critical areas. On June 27 a delegation from the Shoshone Bannock and the Shoshone Paiute Tribes met with the Rainbow Council at the site and requested that the Rainbows gather elsewhere to protect the fisheries resources and to preserve the spiritual nature of their sacred ground. Tribal members expressed deep concern with uncontrolled dogs, nudity, noise and other impacts of such a large group relative to respecting the sanctity of this special place. Idaho Governor Dirk Kempthorne also visited the gathering site during the morning of June 27 and subsequently approved emergency declarations for Boise, Valley, and Custer Counties to provide state assistance in law enforcement, social, and emergency services.

Because the Rainbow Spring Council was unable to reach consensus on the selection of a site, Cache Creek and Sack Creek Meadows eventually became the de facto site for the 2001 gathering. Over 400 acres were directly impacted by participants of the gathering by parking areas, camping areas, kitchens, gathering areas, etc. The Ranger and/or his resource specialists visited the site almost daily throughout the gathering and discussed resource protection measures with the gathering participants. On July 3 the Ranger approved a rehabilitation plan for the gathering site and presented it to the Rainbows at the site.

### Resource Issues

The transition meeting between the Forest and the NIMT was held on June 13 at the Lowman Ranger District Office. The following resource concerns were identified for the Team during that meeting and in subsequent visits to the gathering site.



### ***Threatened and Endangered Species:***

The following federally listed species are found in the area:

- Fish: Bull Trout (threatened), Chinook Salmon (threatened), Steelhead (threatened)
- Wildlife: Bald Eagle (threatened), Canada Lynx (threatened)
- Plants: Ute Ladies'-Tresses (threatened)

The Gray Wolf is also present in the area and is listed as an Experimental/Nonessential population. The District biologist drafted a biological assessment (BA) with a "may affect, likely to adversely affect" finding for all three fish species, a "may affect, not likely to adversely affect" finding for the lynx and Ute Ladies'-Tresses, a "no effect" finding for the bald eagle, and a "not likely to adversely jeopardize the continued existence" finding for the gray wolf.

Informal consultation was initiated with the National Marine Fisheries Service and the Fish & Wildlife Service on all of these species but the consultation process was not completed since there was no federal action (all permit applications were denied).

### ***Fisheries:***

Bear Valley Creek provides critical spawning and rearing habitat needed for the recovery of chinook salmon and steelhead. Bear Creek Valley is unique in that it contains wild salmon and is the most productive drainage in the Salmon River system. Bear Valley Creek and its tributaries, particularly Sack and Cache Creeks, are also very important spawning habitat for bull trout. Westslope cutthroat trout and redband/rainbow trout are listed on the Regional Forester's Sensitive Species list and are also present within the watershed. Over six million dollars has been invested in habitat improvements within the Bear Valley Creek watershed in recent years by a variety of partners to achieve fisheries restoration goals. Livestock grazing use has been significantly reduced in recent years and fences constructed to protect the riparian and spawning areas along Bear Valley Creek.

The steelhead completed their spawning cycle in early June and the chinook salmon were entering the river system in the area by mid June. Concerns included the unusually low water levels in the streams due to a snowpack 40% below normal this spring, sedimentation of spawning gravels caused by streambank damage, the disturbance of the streambed through bathing or other activities, the disturbance of redds (nests) by humans or dogs, the disturbance or "take" of the fish by humans or dogs, degraded habitat from the trampling of riparian vegetation, and impacts to water quality from human and canine waste and the discharge of "gray water" from kitchens.

On June 17 the Forest Supervisor signed two Orders for occupancy and use that closed Bear Valley Creek to human use (excepting Tribal treaty rights) from the Bearskin Road junction to the confluence with Elk Creek and prohibited camping within fifty feet of streams. Firewood gathering was prohibited within 100 of live streams to ensure continued recruitment of large woody debris in streams and the construction of latrines and waste pits within 300 feet of live water was also prohibited to preserve water quality. The Orders and signs were posted prominently throughout the travel corridor and gathering site and District resource specialists met daily with the gathering participants to gain support for compliance. Law enforcement officers conducted patrols twice daily and documented seventy cases of non-compliance. Violation Notices were issued and people camping within closure zones were required to move.

The Rainbows were encouraged to keep their dogs leashed, to provide them drinking water, and to keep them out of the creeks. District personnel flagged parking areas away from riparian areas. Fifty-foot buffer zones along creeks were also flagged off to protect the riparian areas and aquatic resources, and participants were told not to bathe in the creeks. The Rainbows were encouraged to build pole bridges for stream crossing using dead and down material which is in abundance at the site. It was noticed that Rainbow Family members were making a concerted effort to leash dogs following publicity efforts at protecting the salmon in Bear Valley Creek and habitat in Sack and Cache Creeks. However, numerous dogs were still observed running loose throughout the gathering period.

District resource specialists established water sampling points prior to the gathering and took samples prior to and during the gathering for monitoring purposes. Photo monitoring points were also established along stream courses to assess riparian and aquatic impacts. Sediment traps were placed in Sack Meadow Creek at stream crossing locations and in Cache Creek below the bridge installed by gathering participants.

### ***Heritage Resources:***

The Bear Creek Valley area is considered sacred ground to the Shoshone Bannock and the Shoshone Paiute Native Americans and essential to their lifeways. The tribes have indicated that this area was used historically by their ancestors for seasonal camps, sustenance, and spiritual activities. The Forest entered into consultation with the tribal leaders when it became apparent that the Rainbow gathering would occur in Bear Creek Valley. This culminated in the visit to the site by the Tribal delegation on June 27 in which they asked the Rainbow Family to move their gathering site elsewhere, and barring that, to respect the Native Americans' sacred ground.

Forest Heritage Resource Specialists conducted a "walk-through" overview of the area prior to the build-up of the gathering to assess potential impacts to known sites and to identify any mitigation measures necessary for the protection of those resources. There was insufficient lead time to conduct a heritage resource survey. The Cache Creek and Sack Creek Meadows are rated as having a low probability for the presence of prehistoric sites, but the Bear Valley Creek area is rated as having a high probability of sites. That area was protected via the closure order for the Bear Valley Creek area. Forest Heritage Resource Specialists plan to conduct a more intensive survey and examination of the gathering area once the Rainbows have departed. Any impacts to heritage resources will be identified and evaluated at that time.

A historic cabin, eligible for listing on the National Register of Historic Places, was used by early homesteaders and lies adjacent to Sack Creek Meadow. Following recommendations from the Forest Heritage Resource Specialists, the cabin was placed off limits to the RFL and monitored by LEO's.

The protection of the Elk Creek Guard Station was also of concern due to its proximity to the site. This Ranger Station, built in 1933 by the Civilian Conservation Corps, is eligible for listing on the National Register of Historic Places. It continues to serve as a work station for District crews. This concern was addressed by moving District crews into the work center and by assigning the Forest Service mobile horse unit temporary living quarters near there.

### ***Livestock:***

An active grazing allotment remains in the vicinity of the gathering area, and a permittee cabin is located in Mace Meadow just below Cache Creek Meadow. Concerns included the potential for damage to the cabin and allotment fences in the area, delays in permitted grazing operations and season of use, and the loss of forage for permitted livestock from trampling. The District Ranger met with the permittee and reached agreement that the permittee would delay setting up the allotment fences in the Sack Creek and Cache Creek areas and would delay moving cattle into the area until the week of July 9. The permittee also agreed to have the cabin occupied throughout the gathering for its protection. Due to soil compaction and the creation of numerous roads in Cache and Sack Creek Meadows, it is now doubtful if grazing can continue anytime in the immediate future in order to let the area rehabilitate.

### ***Wildlife:***

Bear Valley is an important calving area for elk in June. Harassment of elk by dogs was a concern. The Rainbows were encouraged to keep their dogs leashed, there were varying degrees of compliance with that request. It is likely that elk in the vicinity of Sack and Cache Creek Meadows were displaced to other areas for the duration of the event. Disease transmission from dogs to wolves was a concern. No significant impacts were expected to the wolf population, as noted earlier.

### ***Road Management:***

Roads FR579 and FR582 are narrow, winding gravel roads that cause safety concerns in terms of visibility (dust), surface condition (washboard), and excessive speed. The District Ranger immediately rescheduled maintenance (grading) which was completed in mid-June and provided daily dust abatement via the use of water trucks. Road watering was deemed necessary because significant amounts of dust from heavy traffic could affect the water quality of adjacent fisheries in Bear Valley Creek. Watering was also deemed necessary for safety and to keep the road surface in relatively good condition. The Forest Supervisors of the Boise and Challis National Forests signed forest orders setting a 30mph speed limit on the roads and the traffic control signs were installed prior to the main build-up of the gathering. The District also discouraged use of the Clear Creek route by large vehicles through discussions with the Rainbows, and the Idaho Department of Transportation provided a caution sign which was installed near the intersection with Highway 21.

### ***Noxious Weeds:***

The gathering area is free of noxious weeds, it was of concern that weed seeds will be introduced with the vehicles, etc. Certified weed-free hay was provided for the USFS mounted patrol unit, and noxious weed monitoring and any necessary control actions will be conducted by the District for the next several years. The District will select the seed mix for revegetation of the site and will do the seeding this fall.

### ***Aesthetics:***

The general area is popular for dispersed camping, especially during the fall hunting season. Concerns include trampled vegetation and areas of bare soil, the accumulation of trash or litter, remnants of

temporary structures, and other indicators of concentrated use. The Rehabilitation Plan, presented to the Rainbows on July 3, addressed the actions needed to restore the site to as near the pre-gathering condition as possible. The District will conduct seeding operations this fall. The Forest Service and Boise and Valley Counties have placed dumpsters at various sites throughout the area to accommodate trash disposal. This was done to minimize the effects of trash deposition in adjacent communities and to facilitate site cleanup. The gathering participants were initially reluctant to use the dumpsters for fear that they would be charged with the cost, and as a result unsightly and unsanitary piles of garbage can be seen at several locations in Cache Creek Meadow.

### ***Recreation:***

The general area and nearby campgrounds and hot springs are popular attractions to local and regional visitors, especially for the long Independence Day week. The Incident Management Team, in cooperation with the Forest and county agencies, kept the public informed of the gathering via media releases, public meetings, and a daily update newsletter distributed throughout neighboring communities and posted on the BNF website. Campground Hosts along the South Fork Payette River were also kept informed. It was anticipated that the pattern of use at these areas would change as people became informed of the large gathering, and visitor use did fall off somewhat. This was verified by discussions with local businesses and visits with motel operators in the Stanley area that complained of vacant rooms and cancellations which were not typical of regular Independence Day holidays. The primary impact was noticed at local hot springs when van loads of naked Rainbows would descend upon the small hot springs already occupied by family groups.

### ***Fire & Emergency Evacuation:***

The BNF has a high incidence of wildfires, with the recent Cub Creek and County Line burns near the area being good examples. Fire danger ratings of high to very high are occurring earlier than normal due to extended hot and dry conditions. Escape fires from the 19,500 person gathering were of real concern, as well as an evacuation plan should a wildfire occur. These concerns were addressed in the Incident Action Fire Plan. The Rainbows have been consistent in discouraging individual campfires and encouraging fires only at the council areas and kitchens. There was also potential for fireworks-caused fires occurring over the Independence Day holiday.

### ***Social/Financial:***

Concerns were mutually shared among the Forest Service and various state, county, and local law enforcement and emergency service agencies and organizations about their ability to respond with sufficient workforce and financial resources to manage the influx of 20,000 people, which is more than the populations of Custer, Valley and Boise counties combined. At last year's Rainbow gathering in Dillon, Montana, the affected county alone was left with an additional \$137,000 of unreimbursed expenses. These concerns were addressed via the unified command system and cooperative law enforcement agreements with the Forest Service, and by Governor Kempthorne approving emergency declarations for Valley, Boise, and Custer Counties which provides state financial aid and other resources. Local businesses were also concerned about a drop in business as people learned of the Rainbow gathering and changed their vacation plans for elsewhere. This appears to have been the case locally. The summer months, and particularly the Independence Day holiday, are the "bread and butter" for many local businesses, many of which are closed for business during the winter months.

Health and safety concerns were also paramount. These included safe potable water sources for gathering participants, sanitation facilities and disposal of human waste, the collection and disposal of trash, and the safety of the participants as well as residents or other visitors in the area or for those passing through the area. These concerns were likewise addressed via the unified command system.

### **Summary**

At the time of this report, there is no way to predict whether or not there will be long term effects to resources in Sack, Cache, and Bear Valley Creeks. Over the next several months the Boise National Forest will implement a rehabilitation plan recommended by the NMIT. The Forest will also monitor resources and take necessary actions such as possibly closing off the hardest hit portions of both meadows in order for the area to more fully recover. It is difficult to gauge the effects of 79 tons of human excrement left on the site in rudely constructed slit trenches. It is hard to tell what effects might occur to water quality because of the many dogs running in and out of the creeks, Rainbows bathing in the creeks, and the thousands of people seen dipping water from the creeks with jugs or buckets. Common sense would indicate that this overall impact was certainly not a good thing for the environment, the Native Americans, or the threatened species of fish. To the extent that an illegal gathering was going to occur and that the Forest Service could not stop thousands of people from coming once it was posted on the internet, The District and the NIMT did an excellent job of mitigating to the extent feasible all identified environmental concerns. This was possible due to the following actions:

- the appropriately staffed and vigorous law enforcement effort,
- the responsiveness and full support of District and Forest personnel,
- the responsiveness of some of the Rainbows to compliance regarding environmental issues,
- the effectiveness of the unified command system,
- the experience of the NIMT relative to Rainbow Family gatherings, and
- a national strategy addressing the noncommercial group use permit issue.

# COMMAND AND GENERAL STAFF REPORTS

## Logistics Section

### Objectives

The Logistics Section provides service and support to the mission, incident personnel and in some instances the Unified Command.

### Issues and Concerns

The Logistics Section was structured the same as in the past. The remote nature of Lowman, Idaho did not lend itself well to a one-person logistic event. Issues with ground support, supply, distribution, housing and communications added to the complexity.

Provisions for supplemental food were an issue. Early on supplemental food was supplied. After consulting with the Forest and Regional Office these were withdrawn.

Status check-in: Personnel traveling to and from the incident were scheduled to call in every day so the team could track their progress. We used a cell phone number for this check-in but considering the remoteness of the Lowman area, this method was not an adequate check-in.

We used a rental trailer and some District facilities for the Incident Command Post. Locating the ICP at the District office gave District employees good access to the team—and visa versa. This became critical during initial negotiations concerning noncommercial group use applications.

The cache order was pre-planned and was placed as soon as we determined the location of this years gathering. The majority of the medical and law enforcement supplies were shipped to Region 1 prior to the beginning of the incident.

The close proximity of the cache and NIFC helped greatly with logistics and communications.

Most of the incident housing did not have kitchen facilities. There were 5 small restaurants within thirty-eight miles of mountain driving. The split shifts of the officers often made it difficult for them to get a hot meal.

K-9 units presented some challenges in locating lodging.

### Strategy

The Logistics Unit started the supply operation about 2 months prior to mobilization. Many of the specialty items for law enforcement and safety were procured early and mailed to Region 1 Law

Enforcement (where the ICT cache was located), or transported by incident personnel. The Team came with supplies enabling them to start work even in a remote situation where supply and equipment ordering would be difficult.

All personnel were dispatched utilizing the Fire Dispatch Coordination Network. All personnel were name requested using a detail request form as technical specialists, unless they were red carded for the requested position. The system worked well. During travel, a status check-in procedure was established. However there were some gaps and not everyone checked in regularly.

The local hotels in the Lowman area are very small (1 to 6 rooms). Many of these rooms were already reserved for periods during June and July, due to the busy tourist season here. Officers had to move between hotels and rooms within the hotel to accommodate long-standing reservations. There were two time frames that no hotel rooms were available, and the officers were placed in summer homes and cabins. Most of these rental agreements were by the week or month.

## Results

The ICP facility was well located and proved beneficial to the Teams mission and the Ranger District.

The District personnel provided a buying team, as needed, which was a tremendous help for the Team.

The District provided ground support as needed.

All cache orders, mobilization, demobilization orders were handled by the Boise National Forest dispatch office.

The Boise National Forest Contracting Officer did leasing agreements for incident housing.

# **COMMAND AND GENERAL STAFF REPORTS**

## **Communications Section**

### **Overview**

The requirements for communications support of the Rainbow 2001 Incident presented many challenges due to the delay of a decision by the Rainbow Spring Council on the gathering site location. Also, the Spring Council location was on the Boise National Forest which was a 10 hour drive from Spokane, where the team was pre-positioned. This added a significant delay for the completion of the communications system installation. Once the final decision was made the communications system was installed and provided the necessary communications for all law enforcement agencies involved.

### **Objectives**

The objectives of the Communications Section were:

- Design and install a communications system that would provide for officer safety and meet the operational needs of the unified law enforcement operations.
- Manage and support an interagency incident dispatch center complete with NCIC capability.
- Provide internal telephone land line communications for the Incident Command Post.

### **Communications System Design and Operation**

The communications system design and operation centered on the three objectives for this incident. The Bear Valley portion of the Boise National Forest (BOF) and the surrounding terrain presented many challenges for providing an effective system.

The complete communications system was installed in three different phases since the operational requirements changed three times. The following summarizes the requirements:

- The first requirement was to provide coverage of Bear Valley with the primary emphasis on Cache Creek and Mace Meadows.
- The second requirement focused on the junction of Forest Service Road 582 and State Highway 21 up to the Clear Creek Pass going into Bear Valley.
- The third and last requirement was to provide coverage of State Highway 21 from Lowman to Stanley and from the junction of Highway 21 and Forest Service Road 579 up to and including Bruce Meadows.



Equipment from the National Incident Radio Support Cache (NIRSC) was used to provide the operational communications for the Rainbow 2001 Incident. The NIRSC is located and managed by the National Interagency Incident Communications Division (NIICD) that is part of the National Interagency Fire Center (NIFC). The main components of the NIRSC equipment utilized were six (6) Command Repeaters, six (6) UHF Links, and one (1) VHF-UHF Crossband Link. This equipment provided the core of the system. The repeaters and links were deployed on 7 mountaintop locations (see map - appendix ?). These sites provided the necessary coverage required by Operations. The estimated coverage for this 2 watt system was upwards of 95%.

Telephone service was limited at the Lowman Ranger Station. However, innovation by the assigned Communications Technicians allowed for maximum use of the available phone facilities without an adverse effect on the Lowman Ranger Station operation.

### Dispatch Center

The opportunity to utilize the Boise County Sheriff Dispatch Center provided the necessary dispatching for the incident. Boise County Sheriff Dispatchers operated the system throughout the incident. One Forest Service individual functioned throughout the incident as an interface with these dispatchers. By using this facility, access to the Idaho Law Enforcement Terminal System (ILETS) was not a significant problem. The Boise County Sheriff and the Valley County Sheriff supported and authorized the ILETS installation which expedited the process.

The ILETS computer installed in the Dispatcher Center allowed for the license and identification checks as well as the checks for outstanding warrants and background checks required by operations. By having an ILETS computer for the incident there was no effect on the normal Boise County Sheriff operations.

Dispatch procedures (See Dispatch Procedures - Appendix 9).  
Dispatcher Recommendations (See Observations - Appendix 9).

### System Interference

There was two occasions where there was significant system interference. Both times the source of the interference was located. The first instance was caused by a faulty repeater located on Scott Mountain. The second instance was caused by a bad radio in a FS Law Enforcement Vehicle and a significant interference from an unknown source outside of the gathering. This signal was amplified by the lookout tower on Scott Mountain and caused the Command Repeater located on the lookout tower to re-transmit the noise.

To solve the problem a new digital mobile radio was installed in the LE vehicle and the Scott Mountain repeater was moved off of the Lookout tower. There was no other interference detected for the remainder of the incident.

Transmitter location and identification instruments were deployed on Whitehawk Mountain to isolate the source. At no time did this equipment indicate any interference being generated from the gathering site.

## Summary

Since communications are so critical to a safe and effective operation an early interface by the team communications personnel with all possible law enforcement agencies speeds up the installation. This is especially true when it comes to the Dispatch Center. This interfacing should be done prior to the team deployment.

In addition, when communications coverage areas are large it takes more communications personnel to support the systems. Driving times to repeater locations can be a significant factor when it comes to maintaining the repeater sites. Without helicopter support this is an impossible task for one or two people.