

Rainbow Family National Gathering 2002



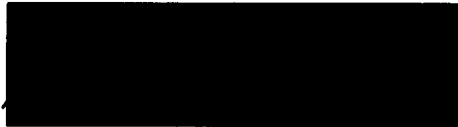
National Incident Management Team

*Ottawa National Forest
Watersmeet Ranger District*

FINAL ACTION REPORT



Incident Command Post
Old Route 2 East
P. O. Box 276
Watersmeet, MI 49969



July 12, 2002

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Enclosed is the Final Report summarizing the incident management activities that took place during the 2002 Rainbow Family National Gathering on the Ottawa National Forest. The gathering occurred during June and July, 2002.

If you have any questions, please call me at (828) 667-5261 Ext. 122. On behalf of the National Incident Management Team, thank you for all the support you and the Ottawa National Forest personnel provided during this incident.

Sincerely,



Incident Commander
National Incident Management Team

2002 NATIONAL RAINBOW FAMILY GATHERING EXECUTIVE SUMMARY

JULY 12, 2002

The 2002 National Rainbow Family Gathering was held in the Choate area on the Watersmeet Ranger District of the Ottawa National Forest, Ontonagon County, in the western Upper Peninsula of Michigan. The exact site was 13 miles northwest of Watersmeet, Michigan, within the Choate complex, predominantly near Red Light and Sucker Creeks.

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

The National Incident Management Team was formed in late 1997. The Team consists of seven core members structured after an Incident Command System "short" team. The 2002 annual gathering of the Rainbow Family of Living Light (RFL) was the team's fifth formal assignment as the Forest Service's response to large group events with social issues that differ from wild land fire incidents.

At the end of the 2001 gathering, held on the Boise National Forest in Idaho, the Rainbow Family held their "vision council" to discuss the location of the 2002 gathering. They voted to gather in the lake states region including Wisconsin, Michigan or Minnesota. This information was posted on their Internet web site in late winter. This spring and early summer, Rainbow scouts concentrated on analyzing locations in Wisconsin and the western Upper Peninsula of Michigan. The first application to gather came from Stephen Sedlacko on April 17, 2002 for a site on the Middle Branch of the Ontonagon River approximately 10 miles northeast of Watersmeet, Michigan and near the 1983 annual gathering site. The Forest Service denied the application because of archeological concerns connected with the old logging town site of Interior and because the proposed site would have been within the corridor of a congressionally designated wild and scenic river.

Specific sites for the national gathering are traditionally selected during Spring Council after Scouts visit sites around the area. The RFL spring council met near Madison, Wisconsin beginning June 14, 2002, to select the final site for the 2002 annual gathering. Announcement of the location was delayed much later than past years and the directions were not posted on the *welcomehome.org* website, until the evening of June 21. This year, members of the Rainbow Family attending Spring Council debated between a site

south of Townsend, Wisconsin on the Chequamegon-Nicolet National Forest and a site north of Watersmeet, Michigan on the Ottawa National Forest. It appeared from the web site there were groups reviewing both areas as late as June 21st. Historically, gathering sites have good access; are forested with large, open meadows and have an adequate supply of water and firewood. The site selected by the RFL had numerous issues with access, water and no available meadow.

The gathering site was located near Red Light and Sucker Creeks and included the area to the east of these creeks along the road leading to Choate Road. Parking extended 2 to 3 miles on each side of Choate Road in both directions and along the access road to Steusser Lake day use area. Steusser Lake received heavy use from July 29 through July 7. On July 4, 2002 the field west of Sucker Creek, known as the Choate Town Site, was occupied despite a Forest Supervisor's Closure Order to protect this historic site.

The Choate area contains sensitive resources, including a historic town site that overlaps with the South Branch of the Ontonagon River corridor, which has been congressionally designated under the Wild and Scenic River Act. This area contains wetlands and highly sensitive soils. With respect to public health and welfare, the area currently does not have sufficient sanitation or waste water disposal facilities. Water samples taken from Sucker Creek, both above and below the gathering, exceed Environmental Protection Agency (EPA) standards for recreational contact. There is also inadequate ingress and egress in case of an emergency.

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 citing poor water, access and sensitive soils. Some Rainbow Family members visited the site only to leave after being pestered by bugs and discovering the site in such a mess. Many individuals commented on the inadequacy of the site and were upset with the fact that the gathering could have been at a site that met their needs without compromising the resources of the Ottawa National Forest. While it is impossible to know for certain why the proposed Whitetail Deer Management Area was not selected, it appears that the intent of the Rainbow Family was to never seriously apply for a non-commercial group use permit, nor to pick any site recommended by the U.S. Forest Service.

The Team's Incident Commander began pre-work with Michigan, Minnesota and Wisconsin law enforcement agencies; state and county officials; Forest Service managers and congressional and gubernatorial offices during the fall of 2001 and continued work throughout the spring of 2002. A presentation was made to the Forest Service Eastern Region, Regional Office. 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 the gathering was done under a Unified Command system. Over the course of the gathering, 50 participants representing four state agencies, three tribal agencies, seven county agencies, fourteen local agencies and emergency service

organizations and two federal agencies participated in the unified command with the Forest Service.

Existing contacts and networks developed by the Forest Service were utilized to inform the public in several local communities affected by the Rainbows. Local relationships built by the Ottawa National Forest facilitated introductions and meetings. The Team's Information Office utilized daily updates to keep area residents informed about social and resource impacts resulting from the incident. In addition to delivering Daily Updates to Forest Service outlets and businesses in Watersmeet, Land 'O Lakes, Paulding, Trout Creek, Bruce Crossing and Ewen, five community meetings were held to brief residents and answer their questions. Public interest in the gathering was high, local and regional media interest was moderate and there was little to no congressional interest.

Ottawa National Forest resource personnel, Watersmeet District Ranger and the team's planning section chief 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 cultural, heritage and 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 swimming, drinking and cooking tested above recommended recreation contact standards for coliform bacteria and E. Coli bacteria. A solar generated filtering system was placed approximately 75 feet above the "bridge" and swimming hole used by gathering participants. Water was also trucked in and piped to various distribution areas east of Red Light creek.

During the gathering, 6 participants were taken to medical facilities by ground ambulance. Observations by incident personnel and health care providers concluded that some participants who had health care problems did not receive proper medical attention.

The Ontonagon Sheriff's Department, the Gogebic Sheriff's Department, Forest Service, Lac Vieux Desert Tribal Police, Michigan State Police and Michigan Department of Natural Resources provided law enforcement patrol services in support of the incident. All incident officers of these agencies were dispatched through an expanded incident dispatch center established by the Michigan State Police and staffed by Negaunee Regional 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 12-July 10 included 13 felony arrests, 59 misdemeanor arrests, 1 arrest warrant served, 523 citations and 811 warnings issued, 801 incident reports with 8 DUI incidents, 73 drug and 27 alcohol-related incidents, 1 weapons incident, 72 incidents of disorderly

conduct/assault/officer interference, 654 traffic and vehicle incidents, 6 medical assists, 3 juveniles recovered or assisted and 4 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, seized or observed by officers at the gathering include marijuana, methamphetamine, ecstasy (MDMA), hallucinogenic mushrooms, PCP, LSD and "date rape drugs". Weapons included a handgun and a shotgun. Innumerable edged weapons; such as large knives, machetes and a full sized sword, were observed. This year, many Rainbow gathering participants exhibited very aggressive and abusive behavior towards law enforcement officers when asked to correct behavioral problems or to vacate areas that were legally closed to use. On at least three occasions, it was necessary for Forest Service Law Enforcement Officers to arrest numerous members of the Rainbow Family for failure to comply with closure orders established by the Forest Supervisor relating to protection of archeological resources.

Traffic safety, dust and general poor road conditions were problems at this year's gathering, as in all other years. Between June 21st and the time of this report, traffic on the roads leading into the gathering area varied greatly. Nightly car counts were used to obtain the estimated number of individuals at the gathering.

A Delegation of Authority from the Forest Supervisor to the Incident Commander was signed on June 23, 2002 and from the Special Agent in Charge, Eastern Region, on June 12, 2002. The delegations provided the framework and guidelines for management of the gathering, law enforcement, 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 Forester (See Appendix 8).

Efforts by the Forest Service to obtain compliance from the Rainbow Family regarding the noncommercial group use permit, began during the fall of 2001 with a conference call involving several Rainbow Family members, USDA Office of General Council, the Incident Commander, Congressional staffers and Forest Service representatives. Participants on the call pledged to cooperate fully in finding an acceptable site for the 2002 gathering and Rainbow Family members stated they would submit an application and sign a permit to gather. The Incident Commander and Forest Service line officers from Michigan and Wisconsin began early during the spring of 2002 to locate possible sites for use by the Rainbow Family of Living Light for their annual gathering. Rainbow scouts were contacted and meetings were set up on at least two occasions, where information was exchanged and attempts were made to find the best site.

The Forest Service identified several sites in Wisconsin and at least two sites in Michigan, which were approved for use and appeared to meet all criteria established by the RFL. Negotiations broke down in May when scouts met with Forest Service officials and refused to divulge potential locations of the annual gathering so that prior

survey and approval could be obtained. It was hoped that the RFL would utilize one of the proposed sites known as the Whitetail Deer Management Area (see map Appendix 1). This site had been surveyed and pre-approved by FS and tribal resource specialists.

On June 19th members of the Rainbow Family began to gather in numbers at the Town of Interior. On June 20th the Forest Supervisor issued a closure order for entry into or being upon the area known as the Interior Town site. The purpose of this area closure was to protect sensitive archeological resource sites located in the Interior Town site and to minimize damage to roads and trails located in this area. Members of the Rainbow Family began to gather in the Choate area on June 20th, including historically sensitive areas on the west side of Sucker Creek. On June 23, the Forest Supervisor issued a closure order for entry into or being upon the area known as the Choate Town site. The purpose of this area closure was to protect sensitive archeological resource sites located within the Choate Town site.

On July 3rd the District Ranger received two applications for a noncommercial group use permit for the Choate gathering area. These were received well after the gathering had started and RFL members had been advised of numerous criteria that would make issuing a permit for the site impossible. A letter of denial was delivered later that same day based on multiple criteria (See appendix 8), and the site that had been previously approved and offered to the RFL (Whitetail Deer Management Area) was once again offered as an alternative and the RFL was encouraged to move to that site.

Numbers of gathering participants peaked at 7,600 on July 4, 2002 a number way below last years 19,500. Approximately 1400 people left July 5th and 3000 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 8th we estimated approximately 1500 participants remained at the site. The clean-up and rehabilitation crew had taken down the bridge they placed across Sucker Creek on July 7th and had accomplished some rehabilitation work by July 10th. On July 6th, many began leaving the area in earnest. Approximately 400 Rainbow Family members were left on the site on July 12, 2002 when the Incident Team returned management of the incident back to the Ottawa 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 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 lifestyle; 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, all Rainbows are equal and no one speaks for the entire family. Rainbow Family decisions are made at council meetings, which occur throughout the year at regional and national gatherings. Family issues, decisions and actions are discussed at councils with decisions made only if consensus is reached among those attending council. Even with a decision, no Rainbow will sign a written version of the decision, such as a rehabilitation plan. Their decisions can change at any time, even daily, through a council meeting and consensus.

In recent years 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 Non-commercial 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 stayed in the small, near-by town of Jackson, Montana and met 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 they did not want to pay a fine and could not afford to go to jail.

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 2002 Spring Council was unable to reach any consensus, which resulted in the gathering splitting off in two directions. A great deal of internal strife occurred over the site that was eventually chosen. This year three applications for non-commercial group use permits were submitted. On April 17 the Assistant Forest Supervisor received one application and on July 3rd the District Ranger received two applications (see appendix 8). The three permit applications were denied and a proposed site was recommended. Thus the gathering remained an illegal event and 384 Rainbow Family members were contacted for failure to obtain a non-commercial group use permit. Of these 112 were given Notices of Violation, with 18 being mandatory court appearances before the federal magistrate in Escanaba, Michigan. The remaining 272 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 substance; 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 at 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."

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 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.

2002 Site Selection

During the 2001 national gathering, the Rainbows held their "Vision Council" following the Gathering events to determine the location of the 2002 annual gathering. The Rainbow Family decided on National Forest System lands in the lake states. In late April of 2002, 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 Michigan and Wisconsin were field visited. In late May it appeared the Rainbow Family scouts were looking strongly at potential sites in the Ottawa and Chequamegon-Nicolet National Forests with a few scouts also searching the Chippewa, Superior and Hiawatha 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 2002 Spring Council site was held at the Kennedy Campground located in Juneau County near New Lisbon, Wisconsin.

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 two separate groups headed out, one in the direction of Townsend, Wisconsin, the other Watersmeet Michigan. Family members initially began to gather on the Interior Town site on the Watersmeet Ranger District, but were removed as their numbers exceeded 75. Members of the Rainbow Family began to gather in the Choate area on June 20th. All attempts to get the group to go to the proposed Whitetail Deer Management Area failed. At the Choate site, numbers began to escalate a bit more rapidly around June 23rd with sharper increases after June 29th. From the start, there were concerns and complaints from Rainbow Family members about the environmental sensitivity of the Choate area.

Some of the long-term Rainbow leaders chose to stay at the Robbins Pond Campground and in the near-by town of Watersmeet and traveled to the gathering on a daily basis. Many long-time Rainbow Family gathering attendees stated frustration with the site that was chosen and stated they wanted others to do the scouting for next years national gathering.

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.¹ 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 Non-commercial Group Use Permit, claiming no one speaks for the Rainbow Family and 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, including decisions in four federal circuit courts of appeal and nine federal district courts. Although three valid applications for a permit were received this year, they were denied because they did not satisfy the eight evaluation criteria required by the non-commercial group use rule. Several core members of the Rainbow Family have said repeatedly no

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

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 Forest subsequently granted the permit. 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 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 indicating the regulation was unconstitutional. On March 16, 2000 the court ruled in favor of the government and upheld the constitutionality of the non-commercial group use rule. The court further found the Rainbow Family was a group and was required under the regulation to apply for a permit for their 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. In 2002 the Short Team positions of Logistics Section Chief and Finance Section Chief were combined into one Administrative Officer position. The team members were chosen for their experience and qualifications through an application process. The Communication Unit Leader position was elevated to a general staff section chief position.

These seven 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 Line Officers and LE & I to mitigate concerns and produce desired outcomes in mind and to utilize existing networks for communicating efforts with communities, interest groups and other agencies.

Members of the 2002 National Incident Management Team:

██████████ - Incident Commander
Pete Mourtsen - Safety Officer
Becky Banker - Public Affairs/Information Officer
██████████ - Law Enforcement Operations Section Chief
Cheri Ford - Planning Section Chief
Diane Taylor - Administrative Officer
Royce Shearing - Communications Section Chief

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:

- Fall, 2001 – Conference call with Rainbow Family members and congressional staff to facilitate site selection and the issue of a permit to gather.
- November 26, 2001 – Internal meeting with the Regional Forester and staff in Milwaukee, WI.
- Incident Commander [REDACTED], SAC [REDACTED] and Forest Supervisor Robert Lueckel conducted the following meetings:
 - April 15, 2002 – Milwaukee, WI, met with Senator Feingold's staff, SAC [REDACTED] FBI, U.S. Marshalls and U.S. Attorney. Also, met in Madison, WI with federal, state and local agencies at U.S. Attorney's office. Also, met with state congressional staffers at Capital in Madison.
 - April 16, 2002 – Conducted briefing for federal, state and local agencies in Rhinelander, WI. Also, met with Forest Supervisor Robert Lueckel and representatives from the Great Lakes Indian Fish and Wildlife Commission in Rhinelander.
 - April 17, 2002 – Escanaba, MI, conducted briefing for federal, state and local agencies.
 - April 18, 2002 – Cadillac, MI, conducted briefing for federal, state and local agencies. Also, conducted briefing for U.S. Attorney, U.S. Marshalls, FBI and Civil Division in Grand Rapids, MI.
 - April 19, 2002 – Lansing, MI, conducted briefing for Michigan State department heads at Capital.

Five Community meetings were held in conjunction with the Gathering.

June 25, 2002 – 6 pm in Land O' Lakes, WI, approximately 60 in attendance

June 28, 2002 – 6 pm in Bruce Crossing, MI, approximately 30 in attendance

June 29, 2002 – 2 pm in Iron River, MI, approximately 16 in attendance

June 30, 2002 – 6 pm in Ironwood, MI, approximately 12 in attendance

July 1, 2002 – 6 pm in Watersmeet, MI, approximately 70 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 annual gathering somewhere in either the Ottawa National Forest in Michigan, or the Chequamegon-Nicolet National Forest in Wisconsin. This was based on discussions with Rainbow Family members and the location of scout encampments within these counties. The National Incident Management Team (NIMT) staged in Watersmeet, Michigan on June 11th. To facilitate communication with the Ranger and District resource personnel, an Incident Command Post (ICP) was established on the Watersmeet Ranger District office compound.

It wasn't until June 9th when the Rainbow's web page (www.welcomehome.org) announced the Spring Council site at the Kennedy Campground located in Juneau County near New Lisbon, Wisconsin. The location and directions to the Spring Council were posted on the Rainbow web site and on their hot lines.

The NIMT remained temporarily set up at the Watersmeet Ranger District Office while Rainbow Family members at the Spring Council decided on a Gathering site. There was still no indication from the Spring Council as to the location of the gathering when the NIMT moved into a Government house for the ICP on June 20, 2002. The Rainbow Family did not officially announce the national gathering site on the web page until the evening of June 21st.

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On June 23rd, the team received a Delegation of Authority to manage the incident from the Ottawa National Forest, Forest Supervisor. The NIMT had already received a delegation of authority from SAC [REDACTED] for law enforcement management and activities.

On June 25th, the first Unified Command meeting was held at the Watersmeet Town Hall, with all participating agencies attending.

Delegation of Authority

The Delegation of Authority was signed by Forest Supervisor, Robert Lueckel on June 25, 2002. It contained the following text:

To: [REDACTED] Incident Commander, National Incident Team

You are hereby authorized to exercise the full range of delegated authority required to manage the 2002 Rainbow Family National Gathering, which will occur on the Ottawa National Forest during June and July of 2002. 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, efficiently and safely.
- 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, Tribal and local agencies, and members of the Rainbow Family. All actions must be well documented and a final report will be required.

➤ **Human Resource Management and Safety**

- 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, and other Forest Service policies, practices and procedures.

➤ **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.

- Work with the leaders of the Gathering to minimize social impacts.

Because this event is taking place in a rural, sparsely populated area of Michigan, long distances, limited law enforcement and emergency services pose special challenges so

these factors need special consideration 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.
- Cooperate fully with State, county, Tribal, local agencies, and organizations in managing the event.

➤ **Resource Protection**

The Forest has stewardship responsibility for the full range of natural resource values in the gathering area. The forest 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.

- Latrines, kitchens, and other features and activities that could affect water quality will be located in areas that will pose the least probability of degrading water quality.
- Prevent loss of large woody debris recruitment along streams. The Forest will gather needed surface water quality samples taken pre, during, and post event.
- Rare plants have not been found in the area, but potential habitat exists. If any populations are found in the area, they should be protected.
- Cultural heritage sites are located throughout the area. As sites are found in the area of the gathering, they should be protected. Protection should also be provided for existing permitted structures, including cabin and permitted road easements.
- Non-native and evasive weeds are of particular concern as they are likely to dominate the site following the gathering. These plants are adapted to establishing in disturbed and/or unvegetated areas, and are certainly present in the seed bank. The Forest can provide additional expertise in weed prevention and management and seeding protocols in support of the team.

➤ **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 Ottawa 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 2002 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, Tribal, State and Federal Agencies, and the local community.

The Team's assignment will last until mid-July 2002. 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 is currently located or has the potential to be located on the Watersmeet/Kenton/Berland Ranger District. The location of the site may shift somewhat as the event progresses. During the event, you will report directly to me. If I am unavailable, my normal acting schedule will be used for this event. Tracy Tophooven, District Ranger on the Watersmeet Ranger District will be the Forest liaison assigned to the Team. I am further delegating to Tracy Tophooven the responsibility to manage that part of the Kenton and Berland Ranger Districts that fall within the gathering area for the duration of the event. The Team's performance rating will be based on adherence to the accomplishment of the direction set forth in this delegation of authority.

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The Delegation of Authority was signed by SAC [REDACTED] on June 12. It contained the following text:

You are hereby-delegated full authority for management of law enforcement activities that occur annual Rainbow Family of Living Light Gathering, which is expected to occur on the Ottawa National Forest from June 15, 2002 through July 15, 2002. You have the full authority and responsibility of all aspects of the law enforcement program to prepare for and manage this event within the framework of law, regulation and policy.

During this event you will report to me directly providing an update to law enforcement actions and management of the event. On those issues relating to resource and public use management, you will report directly to the Ottawa National Forest Supervisor or their designated acting, upon receipt of this delegation of authority.

I have approved a law enforcement plan for this event; which addresses your priorities, staffing, objectives and guidelines for managing law enforcement operations.

Listed below are several emphasis items and expectations that come with your assignment:

- Coordinate with the Forest Supervisor and his immediate staff along with other Federal, State and local law enforcement agencies. Prepare and submit for my approval, cooperative law enforcement agreements.
- Prepare, schedule and present briefing to congressional staffers.
- Implement your incident media action plan.

- Complete a summary/after action report in sufficient detail that outlines daily law enforcement actions and recommendations.
- Submit the appropriate paperwork for overtime requests to Director Bill Wasley.
- Schedule cooperative law enforcement agreement patrols and receive the billings requests for payment.

I greatly appreciate your assistance. If you have any questions, please feel free to call me.

Unified Command

A Unified Command was established to jointly manage the 2002 Rainbow Family Gathering. These cooperating local, state, tribal 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 media 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.

Four Unified Command meetings were held with the first occurring on Tuesday, June 25, 2002. Unified Command meetings were well-attended and held on Tuesdays and Thursdays through July 9th. Population trends were reported, all agencies provided updates on activities, concerns and issues were identified and strategies developed. Participating agencies included:

Michigan State Police
Michigan Department of Natural Resources
Michigan Department of Community Health
Wisconsin State Patrol
Western Upper Peninsula District Health Department
Ojibway Correction Facility
Lac Vieux Desert Tribal Office
Vilas County Sheriff's Department
Iron County Community Health
Iron County Emergency Medical Services
Iron County Community Hospital
Iron County Sheriff's Department
Ontonagon County Sheriff's Department
Ontonagon Memorial Hospital
Gogebic County Sheriff's Department
Gogebic County Hospital
Gogebic-Ontonagon County Family Independent Agency
Ewen Medical Dental Clinic
Florence County SO
Eagle River Police
Eagle River Hospital
City of Watersmeet
City of Ironwood
Grand View Hospital, Ironwood
Sunco Ambulance
Beacon Ambulance
Phelps Area Emergency Medical Services
Federal Emergency Management Agency
US Marshals Service

On July 9, 2002, 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.

Safety & Health

2002 National Rainbow Family Gathering

Objectives

The primary objective for the Incident Management Team safety officer on this incident was to identify, communicate and mitigate, when possible; health and safety risks to **all** involved parties (the general public, area residents, cooperating agency employees, incident employees and event participants). This was one of several 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 eight general categories:

- Overall Public Safety
- Safety of Incident Personnel
- Public Health - Infectious Diseases
- Emergency Medical Service
- Potable Water Quality
- Solid and Human Waste Disposal
- Food Preparation and Storage
- Site Specific Environmental Factors

Strategy

Several means were used to mitigate the safety and health issues and concerns. These included:

- Identification of site-specific hazards and concerns associated with the event. As applicable, these hazards and concerns were communicated to incident and agency personnel, cooperators, affected community members and gathering participants.
- Efforts to identify and maintain contacts with state and local health management agencies as well as emergency medical services, including ambulance crews and area hospital administrators.
- Meetings, phone conversations and e-mail communications with participating agency personnel and health care providers.
- Site visits by health and 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", accident reports or applicable information from prior shifts.

- Safety briefings of assigned personnel were included as part of the daily operations shift briefings
- Incident personnel and cooperators were provided with information about special health concerns, such as locally known diseases and possible infectious disease potential of high-risk transports.
- Contacts and interaction with personnel from the Michigan Department of Community Health, Western Upper Peninsula District Health Department, Michigan Department of Consumer and Industry Services: Emergency Medical Services Section, Iron County EMS, Iron County Ambulance, Iron County Community Health Department, Ironwood Public Health Department, Sonco Ambulance Service, Beacon Ambulance Service, Phelps Area EMS, Eagle River Hospital, Ontonogon Community Hospital, Gogebic County Hospital, Grand View Hospital, Ewen Medical Clinic, Michigan State Police and Ontonogon County Sheriff's Office to determine possible trends and track medical cases.

Appropriate procedures and actions to mitigate or minimize exposure to identified concerns were discussed with personnel at briefings. Cooperating health and emergency services personnel also provided input and suggestions for mitigation measures during the incident. Biohazard 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 available for each Division Supervisor, as well as the Incident Command Post, to provide emergency medical supplies in the event of an on-scene medical emergency.

Water Quality - There was no known safe potable water source within the gathering site. Several on-site surface and subsurface water sources were utilized by the gathering participants with collected waters being run through various treatment and/or filtration processes, including one "solar" system that processed water directly from Sucker Creek. Many participants transported water to the sit, with shuttle vehicles transporting potable water to the site from three or more off-site locations, such as municipal parks in nearby towns.

Watersmeet Ranger District personnel collected water samples within the gathering from both Sucker Creek and Redlight Creek. The Michigan Department of Community Health analyzed these samples for E.coli and fecal coliform, which are established indicators of possible pathogenic bacteria. Initial samples were taken on June 25 at nine locations. Additional samples were taken on July 2 and the District also plan to take another set of samples later for comparative purposes. All of the initial samples exceeded recognized fecal coliform bacteria and E.coli levels for drinking water. All but one of the initial samples exceeded standards for contact recreation (swimming and other water sports).

Averages for the first set of samples were 280 colony-forming units (CFU) per 100ml. for E.coli and 340 CFU per 100ml. for fecal coliform. The 4 samples taken below the gathering area were approximately 15 % higher for E.coli and 19% higher for fecal coliform than the 5 samples taken above the gathering area. Averages above: E.coli - 254 / fecal coliform - 304. Averages below: E.coli - 300 / fecal coliform - 374.

EPA recommended standards for E.coli are less than 1 CFU per 100ml for drinking water and less than 125 CFU per 100ml for recreation body contact (swimming) waters. The recreation contact standard is relative to the average of 5 samples representatively taken over a 30-day period.

Michigan State has targeted a standard for E.coli of 130 CFU per 100ml using the same sampling method (5 representative samples over a 30 day period). While Michigan State currently uses E.coli as the water quality standard, they have kept fecal coliform as an evidence of disinfection of wastewater. The Michigan State fecal coliform standard is 200 CFU per 100ml.

All surface water was assumed to contain Giardia cysts due to presence of a variety of wildlife in the area. Sampling for Giardia was not done due to the extensive timeframe required and expense of the test.

Three copies of the initial water sample results taken on June 25 were provided to the Rainbow Center for Alternative Living Medicine (CALM) unit. Early in the event gathering attendees were told that water on the site was non-potable and needed to be chemically treated, properly filtered or boiled for consumption. Participants were also encouraged to bring potable water from known, safe sources.

Wildfire and Potential Evacuation Situations - Due to the generally moist, wet conditions in the area, there was little concern for potential risks and hazards associated with wildfire at this year's gathering. In the event of a situation requiring evacuation, gathering attendees would have been directed to file either east or west on the primitive forest road that bisected the gathering site depending upon where the emergency situation existed. The fact that the gathering was developed either side of this narrow, low standard road with relatively no other escape option due to the densely wooded forest would have made an evacuation extremely slow and otherwise difficult to facilitate.

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. Issues related to solid waste accumulation include odors, insects and animal attraction and potential for the spread of disease. These became a greater concern early on this year because of the large number of flies frequenting the gathering area.

Long standing human waste issues at the annual Rainbow gathering include 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, as well as potential for contamination of downstream waters. Long-term, environmental effects of such volumes of concentrated human and animal waste continue to remain a concern to public land managers involved with these gatherings, although the actual impacts are largely unknown and these impacts may not be evident for some time.

The Ottawa National Forest's Watersmeet Ranger District developed a handout that displayed acceptable standards for the construction of slit trench's titled "Recommendations and Considerations for Human Waste Disposal". (See Appendix 4) Copies of this handout were given out to some individuals who were attending the gathering. Some Rainbow gathering participants followed these recommendations. However, the majority of the slit trenches were located in sites having shallow water tables, such that the minimum requirement of 48 inches between the bottom of the trench and the water table could not be met. Clay soils in the Choate area also resulted in many of the slit trenches, as well as kitchen waste holes, holding rainwater. This led to obvious problems, such as items being floated out and difficulty in refilling the holes with soil.

Lime and fire ash was used by Rainbow gathering participants at some latrine locations to breakdown waste and discourage the presence of flies within the pits. Once the pits were filled, waste was usually covered by topsoil. Some of the latrine sites were properly covered with adequate amounts of soil, but others were found uncovered or improperly covered. Based on estimated participant numbers, a relative estimate of human fecal matter deposited at the gathering site was about 18 tons. Dog waste was not included in this estimate. It was estimated that there were between 800 to 1000 dogs on the gathering site.

Given the number of participants at this years gathering, it was estimated that approximately 80 cubic yards of solid waste was generated by the event. Gathering participants eventually packed most of the solid waste off site. However, timely removal of the garbage from the site remains a concern, particularly with the presence of flies. Much of the "garbage haul" within and off of the site was continuing to occur on and after July 10. The assumption was made that the hauled solid waste was deposited in garbage dumpsters in the nearby communities. The solid waste that was not cleared from the area was primarily in the vehicle parking area on the Choate road and in campsites originally occupied by participants near Robbins Pond Campground. Several recycling stations were noted within the gathering and individuals working with these stations indicated that recycled materials were going to be transported to a center in Eagle River, MI.

Food Preparation - Approximately 20 primary kitchens were identified at the 2002 gathering site. Food preparation was under the control of the various factions of the Rainbow Family. These kitchens were part of the facilities constructed on site. A wide variety of sanitation and cleanliness practices were observed at these kitchens, some of which appeared to be clean and sanitary and others which were on the opposite end of the cleanliness spectrum. A few rainbow family members prepared their own meals at individual campsites.

Public Health - Due to the nomadic lifestyles and personal hygiene practices of a number of the gathering participants, and the group's communal camp situation, including kitchens and human waste facilities, an outbreak of a communicable disease 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 including medical gloves (both latex and non-latex), CPR facial shields and antiseptic chemical barrier products were provided. Several safety briefings addressed the prevention measures for reducing exposures to these diseases.

Information regarding the availability of emergency medical services and local environmental health hazards was provided to workers at the three CALM stations. Periodic visits were made to the primary and secondary CALM stations in the gathering. Three individuals representing the Rainbow CALM unit came to Watersmeet on July 2 and met to exchange information with the team safety officer and several local EMS and health care professionals. No medical supplies were provided to gathering participants by government agencies. However, health and medical information was exchanged.

CALM workers relayed that they had identified early in the gathering a concern in regard to the amount of Staph infection being transmitted by many individuals walking through the area without footwear. Identified cases were being treated by topical antibiotic ointment.

Environmental Factors - The primary access route into the gathering site involved Forest Service roads as well as a county road. Concerns related to the significant increase in traffic on these rural roads included congestion on the roadways, dust (which frequently limited visibility), wash boarding, narrow segments of road and the temporary mixing of different user groups. On July 2 the Ontonogon County Road department graded the Sleepy Hollow Road (Ontonogon County Road). A rainstorm on July 1 provided the necessary moisture and eliminated the need for planned dust abatement watering of the Robbins Lake Road (FS#5230).

Additional environmental concerns included adverse weather issues, related to thunderstorms consisting of lightning, high winds and rain. Warm temperatures coupled with high humidity were also a concern for several days at this year's event. Weather forecasts and related information was provided to incident personnel, as deemed applicable at the daily briefings. Deer ticks were known to be a local Lyme disease vector in the immediate area. Blastomycosis, a dust borne fungal infection, which has a high mortality rate to immunocompromised individuals, was also a local concern. Information about these two potential diseases was provided to incident personnel in safety briefings both verbally and as a written health alert. Gathering participants were verbally advised of these local disease risks and copies of the written health alert were provided to several CALM volunteer

Safety of Incident Personnel - The personal health and safety of all agency personnel assigned to and supporting this incident is a priority for the National Incident Management Team.

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

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

The three primary methods used to disseminate information about health and safety concerns were (1) daily briefing, (2) written safety messages and alerts (3) one on one conversations with personnel by the safety officer. Unit logs were prepared daily that documented topics and discussion items from the safety briefings.

Verbal and written safety messages for incident personnel were developed using direct observation, discussion and consultation with state, county and local officials, input from public meetings, analysis by health and safety personnel, background information from prior Rainbow gatherings, officer input and information provided by local Forest Service resource specialists.

Topics addressed in the briefings and alerts include defensive driving, dehydration, physical contacts/assault, vehicle maintenance, animal bites, sunburn, mental alertness, threatening or other unsafe situations, blood borne pathogens, radio communication, lyme disease/deer ticks, heat exhaustion and heat stroke, stress/fatigue, acceptable sources of food and drink, lightning, lightning, needles and sharp objects, emergency medical service, bobby traps, wet slick roads and concealed weapons.

The operations section chief supplemented the general safety messages with officer safety messages related to law enforcement procedures and planned enforcement missions.

A Medical Plan was developed for the incident on June 28 with input from local emergency medical services, ambulance crews and area hospital personnel. The final Medical Plan is attached 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 provide individual verbal briefings to non-law enforcement personnel prior to their initial visit to the gathering site. In other instances employees and co-operating agency personnel were given one or both of the written documents titled: "Personal Safety Considerations for Non Law Enforcement Personnel" for Forest Service employees, or "Rainbow Gathering Event Scene Visitation Guidelines for Non-Law Enforcement Incident Workers" for. Copies of these documents are attached in Appendix 4.

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.

Two Job Hazard Analysis documents were prepared defining mitigation items for activities specific to this assignment. Concerns addressed included identification and hydration of incident workers. — See FS 6700-7 documents in Appendix 4.

There were no reported accidents or injuries to incident personnel.

Supplemental Ambulance Service - Due to limited funds and personnel, no supplemental ambulance service was provided at this event.

There were five ambulance runs to the 2002 Rainbow event site between June 29 and July 9. All of the responses to the gathering site involved ground ambulances. Six other off-site ambulance runs were identified as being for individuals who were in the area to attend the Rainbow gathering. A list of the known ambulance call outs and information about the service provided are attached as a separate page in Appendix 4.

Statistical Reporting - During the period from June 26 through July 8, 2002, an estimated 30 to 40 patients attending the 2002 Rainbow Family gathering were believed to have presented to regional health care facilities for medical care. These numbers are only an estimate based upon information provided by the four local hospitals and one medical clinic gathered for the purpose of relaying information to health care providers in areas where future Rainbow gathers occur. Demand on community health care facilities was generally in line with visitations associated with similar gatherings based upon the relative population numbers of individuals attending this gathering.

Observations by incident personnel concluded that some participants at the gathering who appeared to have health problems did not present for medical attention. It has been recognized at past gatherings that peer

pressure from other gathering attendees may be one reason some individuals do not seek formal medical attention. Some of these individual were likely treated at one of the CALM stations. The primary CALM station at this year's gathering seemed to be reasonably well organized and staffed. Reportedly there were several physicians and nurses assisting with CALM this year.

There were no CA-1's (Traumatic Injury and Claim for Continuation of Pay/Compensation) or CA-2's (Notice of Occupational Disease and Claim for Compensation) Forms for accident or disease exposure filed by incident personnel.

Two incidents of deer being hit by vehicles on highways occurred to vehicles assigned to this incident. Both were non-injury situations. One did not result in damage to the vehicle (a non-chargeable accident) and the other was reportable with repair costs of approximately \$3500.

Health and Safety Summary - The primary objective of a reasonably safe and healthy event for all parties was met this year. Compared to Rainbow Family national gatherings held over the past five years several Health and Safety related problems were not as significant this year. A main factor that contributed to this outcome was the smaller number of participants as compared to previous years gatherings, that being less than 1/3 of number who attended the 2001 event. While some coordination with Rainbow gathering participants regarding health, safety and medical issues was possible again this year, the quality and timeliness of this coordination could be significantly improved if the Rainbow Family would coordinate with the Forest Service on site selection and obtain the group use permit in a timely manner.

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.
- 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, as well as the public, expressed concerns the Rainbow Family was allowed to negatively impact natural resources and use the Ottawa National Forest without a Non-commercial Group Use permit.

The Information Team developed 8 news releases and produced 14 Daily Updates beginning June 16th and ending July 8th. We worked extensively with the media, communities and employees to explain the "double standard" dilemma. We stressed it was an illegal gathering. However, because of safety and health concerns and the nearly 20,000 individuals involved, the Forest Service was not pursuing a policy of forced dispersal. The team pointed to the actions taken by the Watersmeet Ranger District to protect resources and human health by closing the Interior and Choate Town sites to the public.

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

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 Steusser Lake. There were numerous complaints of public nudity at Steusser Lake and people urinating on buildings, homes and in open places.

Political Interest – There was high public interest, moderate media interest and little to no congressional interest. The only inquiry was from the local Township Supervisor, who complained she did not like the type of public meeting we used.

Environmental and Cultural Sensitivity – The three main issues on the Choate Town site were (1) presence of the historic Choate timber town site, sensitive soils related to depth of the ground water table and the concern over human waste leaching into the ground water table and (3) overlapping the corridor of the South Branch Ontonagon River.

Law Enforcement - The increase in law enforcement presence to deter and respond to criminal activity within area communities was well received by residents in some communities. However, some residents in other communities were quite vocal in their disregard for increased law enforcement in the area.

The team included arrest reports in the Daily Updates, managing information to comply with privacy laws.

Information Team members processed a few calls reporting missing people or runaway juveniles, forwarding them to appropriate law enforcement officials.

Rumor Control – When possible, we tracked down rumors and provided any information we found to interested members of the public.

A solid relationship was developed among many of the townspeople and the Information Team through the trap line, which was run almost daily; five community meetings and by encouraging local residents to come into the ICP.

Strategies

Staffing - The Rainbow Incident Information Office included a Lead Public Affairs Information Officer, one Type II Information Officer, two information assistants and one receptionist. The personnel were all highly qualified and had varied assignment lengths. The Information Team had members with strong verbal and writing skills. Team members provided a solid background on management of Rainbow gatherings, non-commercial group use permit issues, community relations and working with law

enforcement. One member of the team was very knowledgeable about the local area. Additionally, we had an intern on loan from Midewin National Tallgrass Prairie. Upon arrival, she found the Gathering to be different than her expectations. She was most uncomfortable with the situation and returned home the day after her arrival.

The Ottawa National Forest Public Affairs Officer provided excellent support with key contact information.

Internal Communications - The Information Offices were set up in a house across the street from the Watersmeet District Ranger's office, along with the rest of the NIMT. Calls and visitors to the District Office were referred to the Incident Command Post.

One of the first and most important tasks of the Information Office was to develop the Daily Update for distribution along the trap line and e-mailing to our mailing list. The Daily Updates were e-mailed to Region 9 forests for distribution to employees. The Update was also e-mailed to the Regional Forester and select staff in the Regional Office. Daily Updates were also e-mailed to media outlets, state and federal congressional offices, interested members of the public, county and state law enforcement and health/safety contacts and local businesses. The updates were delivered along the trap line to area motels, stores, campground hosts, post offices, mini marts, gas stations and numerous other merchants.

The Incident Information Office also completed thank-you letters for members of the Unified Command and others who made contributions to the effort.

External Communications - After establishing the Incident Information Office, 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. The second page of the Update contained statistical information relating to law enforcement operations. The Update was e-mailed to our mailing list and was distributed along the trap line that ran south to Watersmeet and Land O' Lakes and north to Paulding, Trout Creek, Bruce Crossing and Ewen. Information Officers working the trap line had substantial opportunity to interact with the communities and to respond to questions and concerns. Particular attention was given to those establishments frequented by Rainbows, but nearly every business, post office and library were visited daily.

Community Meetings - Five community meetings were held in conjunction with the gathering:

- June 25, 2002 - 6 pm in Land O' Lakes, WI, approximately 60 in attendance
- June 28, 2002 - 6 pm in Bruce Crossing, MI, approximately 30 in attendance
- June 29, 2002 - 2 pm in Iron River, MI, approximately 16 in attendance
- June 30, 2002 - 6 pm in Ironwood, MI, approximately 12 in attendance

July 1, 2002 - 6 pm in Watersmeet, MI, approximately 70 people in attendance

Information Office Activity - The Incident Information phone line was well publicized and well used. Approximately 567 phone calls were received between June 22nd and July 9th, peaking during the week prior to the gathering. About 13 percent of the calls, 71, were media calls. The ICP was in a house across the street from the Watersmeet Ranger District Office. The ICP office was open seven days a week, but received little walk in traffic from tourists and Rainbows.

To meet the needs of outlying communities, the Information Office also developed a trap line to distribute the Daily Updates. 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 received moderate local and regional media attention. The Lead Information Officer, who had clearance from the Forest Service National Media Desk, managed all media interviews. The Forest Service Regional Office and Washington Office expressed confidence in our ability to manage media contacts.

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 safety briefing.

Media Outlet	Number of Visits
Channel 6 (2)	Mining Gazette (2)
Channel 7 (2)	Daily News (2)
Channel 12 (3)	Vilas County News (1)
	Daily Globe (3)
Wisconsin Radio Network (1)	UP Reporter (1)
WUPY (1)	Milwaukee Journal (3)
WRJO (4)	Iron County Reporter (1)
WJMI (1)	Legal Affairs Magazine (3)
PBS Univ. of Michigan (3)	Village Voice (3)
WJTM (1)	Idaho Press Tribune (3)
WCCY (1)	Moscow-Pullman Daily (1)
Wisconsin Public Radio (1)	Free Lance writers (3)

VIP Visits - This incident attracted a moderate number of visitors seeking tours of the area. Below is a table showing tours completed for the 2002 gathering.

Michigan State Police – Command Staff
Randy Moore and Staff – Regional Forester
Donna Hepp – Recreation Staff – Regional Office
[REDACTED] – Assistant Director, WO LE&I
[REDACTED] – R9, Special Agent in Charge
[REDACTED] – R9, LE&I Commander
Carolyn Williams – R9, Rainbow Gathering Liaison

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COMMAND AND GENERAL STAFF REPORTS

Law Enforcement Operations Section

Participating Law Enforcement Agencies and Organizations

The incident Unified Command included the Ontonagon and Gogebic County Sheriff's Department, Forest Service, Michigan State Police, Michigan Department of Natural Resources, Lac Vieux Desert Tribal Police, Wisconsin State Patrol, Vilas County Sheriff's Department, United States Attorney's Office, United States Probation and Parole and the United States Marshal's Service.

In addition to any specific jurisdictional responsibilities all law enforcement agencies provided support to the Ontonagon County Sheriff and the Michigan State Police, as the lead enforcement agencies. A cooperative law enforcement agreement and operating plan was established with the Michigan State Police, through which \$47,500 in funding was provided to support patrol and incident dispatch functions. As the existing law enforcement dispatch center in Ontonagon County would have been overwhelmed by the incident needs, the Michigan State Police provided dispatching for incident personnel of the Ontonagon County Sheriff, U. S. Forest Service, Michigan State Police and Michigan Department of Natural Resources. 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 Ontonagon Sheriff's Department received \$15,000 and Michigan Department of Natural Resources received \$14,000 in cooperative law enforcement funds and the Lac Vieux Desert Tribal Police received \$2,000 for processing and booking federal prisoners.

Forest Service, Ontonagon Sheriff's Department and Michigan DNR officers, and Michigan State Police provided for public safety, and fish, wildlife and resource protection within and immediately adjacent to the Gathering. The County Sheriff and Michigan State Police provided overall coverage for public safety within the County and Gathering area. The Sheriff's Departments coordinated juvenile matters, law enforcement and/or parental attempts-to-locate and wanted person/vehicle reports. The Michigan State Police provided dispatching services and traffic safety on the state and county roads leading to the Gathering. Lac Vieux Desert Tribal Police provided their facility for booking, processing and temporary holding for arrested individuals.

In addition to regular information flow between the agencies, interagency meetings were held once 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 and Ontonagon County Sheriff 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 three valid applications for Noncommercial Group Use Permits were submitted, all were denied because of sensitive archeological resource issues and overlaps with the Middle Branch and South Branch of the Ontonagon River corridor, which are congressionally designated Wild and Scenic Rivers. The first application was submitted earlier in the year and the second and third were submitted when approximately 7,000 individuals were already gathered at the Choate Town Site. The gathering was still a non-permitted event, placing all participants and spectators in violation of federal law. Citations were issued for group use violations. One hundred-twelve violation notices were issued to Gathering participants for this offense including 18 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 73 drug and 27 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, PCP, LSD and "date rape drugs". A wide variety of related drug use paraphernalia was also observed and seized.
- Despite Gathering assurances that weapons are discouraged, weapons generally are observed within and enroute to and from the Gathering area. Weapons seized at this year's event include a handgun and a shotgun by the Michigan State Police. Officers saw a number of edged weapons, such as large knives, machetes and a full sized sword on the persons of Gathering participants. A live 20-gauge shotgun shell was found on the ground in one of the kitchens during the arrest of several subjects for refusing to leave a closed area. A subsequent search of the area did not reveal the weapon.
- A large number of Gathering participants who were issued violation notices in the Gathering area between June 21 and July 10, 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 were fugitives with active warrants. Additional fugitives were encountered whose issuing states were unwilling to extradite from Michigan.

- 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. One Forest Service Law Enforcement Officer was assaulted during a physical arrest and another officer had a participant try to grab his gun. This aggressive behavior was significantly more 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 Eagle River, Land 'O Lakes, Iron River, Watersmeet and Ironwood 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.
- 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 10 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 Choate Town Site area closed to public entry. Closures orders were placed in effect to protect the cultural and archaeological resources in the Sucker Creek area. 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. . 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. Gathering participants parked their vehicles on both sides of the right-of-way for several miles along a paved county roadway. 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, but only 3 were recovered or assisted during this Gathering.
- As in 2001, observed participants in this Gathering included members of Earth First and Earth Liberation Front. One of the participants held a seminar training session on how to build hanging platforms in trees to be used in timber protests.
- The installation and maintenance of water lines on National Forest System lands 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] b7e
[REDACTED]
[REDACTED] 7,000 to 8,000 people). [REDACTED]
[REDACTED]

However, the area was regularly patrolled by Forest Service mounted patrol officers from June 21 to July 6. 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.

Aviation

Aviation support to the incident included incident documentation, support to safety operations and medivac. The Michigan State Police and an area air ambulance helicopter

services provided aviation support. All air operations over the incident were coordinated with the Incident Command Team. There were no media requests for flights and no 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 12 through June 21	[redacted] officers
June 21 through July 7	[redacted] officers
July 7 through July 10	[redacted] officers
July 10 through July 12	[redacted] officers
July 12 through July 15	[redacted] officers

(* Includes [redacted] K-9 units and [redacted] mounted officers)

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Supervisory Personnel

[redacted] Law Enforcement Operations Section [redacted]
[redacted] Division Supervisors
[redacted] Mounted Unit [redacted]

Investigative Personnel

[redacted] Criminal [redacted]

Support Personnel

One (1) Documentation Clerk

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

Statistical Reporting

The Forest Service gathered information and assembled information on a daily basis and coordinated statistical reporting for all agencies. The incident reporting period was

approximately June 12 through July 10, 2002. 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 verses 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 participants indicated they feared 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.

Unified Command

Law enforcement agencies participating within the Unified Command structure are the Ontonagon and Gogebic County Sheriff's Departments, Forest Service, Michigan State Police and Michigan Department of Natural Resources. Other participating agencies included the Lac Vieux Desert Tribal Police, Wisconsin State Patrol, Vilas County Sheriff's Department, United States Attorneys Office, United States Probation and Parole and the United States Marshal's Service. Forest Service officers assisted and referred to state and local officers many incidents (specifics reported under the unified command statistics). Listed below are the total law enforcement statistics for the Forest Service and the Unified Command. Officers made 13 felony arrests, 59 misdemeanor arrests, 1 warrant served, 523 violation notices, 811 warnings and 801 incidents for a total of 2208 documented incidents.

Statistical Information

Forest Service and Unified Command

With

Combined Interagency Total

(For the period of June 12 to July 10, 2002)

TYPE	FOREST SERVICE STATISTICS	INTERAGENCY STATISTICS	UNIFIED COMMAND STATISTICS
Felony Arrests	0	13	13
Misdemeanor Arrests	27	32	59
Warrants Served	0	1	1
Citations Issued	394	129	523
Warnings Issued	527	284	811
Incident Reports	724	77	801
TOTALS	1672	536	2208
Occupancy/Use (Permit)	384	0	384
Occupancy/Use (Structures)	29	0	29
DUI	1	7	8
Other Alcohol	10	9	19
Drug Related	51	22	73
Weapons	1	1	2
Disorderly Conduct/Assault/ Interference	42	14	56
Traffic and Vehicle	261	389	650
Vehicle Accidents	1	3	4
Medical Emergencies and Assists	0	6	6
Juveniles Recovered/Assisted	1	2	3
Stolen/Missing Vehicle Recovered	1	3	4
Stolen/Missing Private Property/Shoplifting	3	6	9
Loitering/Panhandling	1	2	3
Nudity	287	4	291
Stolen/Damaged Public Property	63	6	69
Natural Resource Damage/Game and fish	273	0	273
Public Assists	15	29	44
Other Agency Assist (Drugs)	6	6	12
Other Agency Assist (Other)	9	11	20
Possession/Discharging of Fireworks	9	0	9
Other (Specify)	224	16	240
TOTALS	1672	536	2208

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

On June 16 a 19-year old female reported a sexual assault at a Rainbow holding camp along Forest Road 5250 near the Middle Branch of the Ontonagon River. The rape occurred June 9 and wasn't reported until June 16 after the victim returned to Madison, WI and talked with her social worker. The assailant used a "date rape" drug. The victim declined to press charges.

On June 13 a Forest Service employee from an adjoining Ranger District stopped at gas station on her way home. While paying for her fuel, she was accosted by two shabbily dressed young men with long hair buying a gallon of wine. One of the men poked her in the chest with his finger. He then pushed aside her sweater to read her nametag. He then asked her if she was going to write him a ticket after he got in his car and left. The two men then left the store and joined 6 or 8 other similar people in the parking lot.

On June 23 Forest Service Leo's and Agents arrested [REDACTED] [REDACTED] for violating 36 CFR 261.10(k). [REDACTED] was arrested at the main gate, "A" camp and bus village complex. [REDACTED] had an initial appearance before Magistrate Judge Greeley in U.S. District Court Western District of Michigan, Northern Division. Trial for [REDACTED] is set for August. [REDACTED], who is the self-proclaimed Chief Scout for the Rainbow Family since its inception, has been camped in the area for the past several weeks and is believed to be the person who picked the site for this year's gathering. Winslow was cited for the same offense on the Boise NF at the 2001 National Rainbow Gathering in Idaho. b6 b7c

On June 26 four individuals were arrested for interfering with Forest Officers. The officers were attempting to dismantle several camps and kitchens located within the closed portion of the Choate Township archaeological site. These individuals were building debris piles along an ATV trail and physically obstructing officers. The Officers were attempting to remove an arrestee, when they became surrounded by a large group of Rainbows. Forest Service mounted officers responded and safely extricated the officers and arrestee. [REDACTED] from Los Angeles, CA was among those arrested and taken to jail in Marquette, MI. He was charged with interference, blocking/restricting roads, being in a closed area and failure to obtain a permit. [REDACTED] was charged at the 2001 National Rainbow Gathering in Idaho for failing to obtain a group use permit.

On June 29 three members of the Montana Mud camp/kitchen were arrested when they were attempting to elude Forest Officers who were attempting to remove several camps and kitchens. These camps were located in the closed area of the Choate Town site, which is designed to protect the sensitive archeological resources.

On June 29 [REDACTED] a self-appointed attorney for the Rainbow Family, and [REDACTED] were arrested for vandalizing Forest Service signs. [REDACTED] and [REDACTED] were spray-painting "Home" with an arrow pointing in the direction of the illegal gathering. LEO's observed this activity and promptly apprehended the duo. [REDACTED] refused a Michigan State Police PBT test and was cited and released. [REDACTED] and [REDACTED] were

incarcerated for two days at the Marquette, MI county jail before having a preliminary hearing before the U.S. Magistrate Judge to answer the vandalism charges. [REDACTED] and [REDACTED] were both arrested together at the 1999 National Rainbow Gathering on the Allegheny NF, PA for interfering with a forest officer and resisting arrest. They spent several days in jail and were fined \$500 by a federal magistrate.

On June 30 Forest Service LEO's and Agents arrested 15 individuals who refused to leave the Montana Mud camp/kitchen in the closed portion of the Choate Township archaeological site. Some of these individuals actively resisted the officers and in some incidents had to be physically removed from the site. Several face charges of 261.3(a) and 261.4(c). Several also refused to give any form of identification. Two of the individuals remained passive and refused to comply with officer instructions to walk out to the roadway for transport with the others and had to be carried out on ATVs.

On July 1 [REDACTED] and [REDACTED] through their attorney Evan Dixon filed a Motion for Temporary Restraining Order (TRO), Show Cause Order and Preliminary Injunction seeking an order to restrain the Forest Service from implementing an administrative order closing the Choate Township archaeological site of the Ottawa National Forest. The U.S. Magistrate Judge denied the request. A pretrial conference is scheduled for July 29. Sedlacko was cited and convicted in 1999 in Erie, PA for failure to obtain a non-commercial group use permit for the 1999 National Rainbow Gathering on the Allegheny NF. [REDACTED] was cited and pleaded guilty to an identical charge at the 2000 Regional Rainbow Gathering on the Shawnee NF, IL.

On July 7 [REDACTED] age 44 was apprehended in Wisconsin during a high-speed pursuit chase from Michigan. A vehicle was located whose driver was being sought for questioning on theft and burglary complaints in Ontonagon County, MI. The pursuit began near the Rainbow Family Gathering on MI Hwy 45 north of Watersmeet with speed exceeding 100 MPH. Stop sticks were deployed near the Incident Command Post and District Ranger Office and the suspect drove his vehicle for 28 miles on the rims. Suspect rammed two police vehicles before he was finally caught near Phelps, WI. [REDACTED] faces multiple charges including felonious assault on a police officer with a motor vehicle.

On July 8 [REDACTED] was arrested by Ontonagon County SD on Choate Road at the entrance to Bus Village and "A" Camp. [REDACTED] was intoxicated and yelling obscenities at the officers and he was arrested for open intoxicants upon a highway and being disorderly by intoxication and resisting arrest. He is being held on a \$300 bond at the Ontonagon County Jail. In mid-June, [REDACTED] was arrested for driving while under the influence of alcohol while he was in attendance at the Great Lakes Rainbow Family Council in Madison City, WI. He received a five-day jail sentence from the local magistrate.

On July 10 [REDACTED] was arrested by the Michigan State Police for felonious assault on the Sleepy Hollow Road near the Rainbow Family Camp. [REDACTED] hit [REDACTED] over the head with a 4-cell Maglite at a campsite in the Chaos Camp. [REDACTED] required

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medical attention with 14 stitches and 15 staples applied to a head wound. The altercation occurred when plastic was burned in a fire pit.

COMMAND AND GENERAL STAFF REPORTS

Administrative Section

Strategy

The Finance Section and the Logistics Section was combined this year into one section, the Administrative Section.

The Logistics and Finance Sections provide service and support to the mission, incident personnel and in some instances the Unified Command.

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.

Management of this year's incident was funded in advance at the National level. Law Enforcement and Investigations (LE&I) 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 12, 2002 with the understanding we would be funded at \$698,000. 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 supply operation started about 2 months prior to mobilization. Many of the specialty items for law enforcement and safety were procured early and mailed to the LE Operations Chief (where the NIMT 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, resources checked in with the IC, OPS Chief or the Administrative Officer.

Officers had to move between hotel rooms within the hotels to accommodate long-standing reservations, but none had to move out of the hotels completely.

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.
- This year Region 8 provided two Program Assistants for 14-day assignments to assist in the Administrative section. Their base time was paid by R8 LE&I and the Incident covered the overtime. Region 9 provided 1 LE&I Administrative intern for 6 days. This was the first year we received these resources.
- Last year we had a Logistics and a Finance Chief. This year the decision was made to combine the 2 positions into one position, as an Administrative Officer. With the resources provided by Region 8 and Region 9 this worked well. Without the administrative support provided, the Admi. Section would have struggled.
- 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. This method provided adequate check-in.
- The Special Agent assigned to the Incident Management Team this year is stationed on the Chequamegon-Nicolet National Forest. His proximity to the Gathering facilitated the pre-court arrangements and should save on costs for any future court cases.
- We used a government house that had just become vacant, as facilities for the Incident Command Post. Locating the ICP near the District office gave District employees good access to the team—and visa versa. This became critical during initial negotiations concerning non-commercial 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 9 prior to the beginning of the incident.
- All resources were in hotels in Watersmeet, MI or Iron River, MI. We had a couple of resources periodically stay in Land O'Lakes, WI over the Fourth of July holiday.
- The ICP facility was well located and proved beneficial to the Teams mission and the Ranger District.
- The Chequamegon-Nicolet National Forest dispatch office handled all mobilization and demobilization orders. All cache orders were made directly to the EACC from ICP.

Financial Summary:

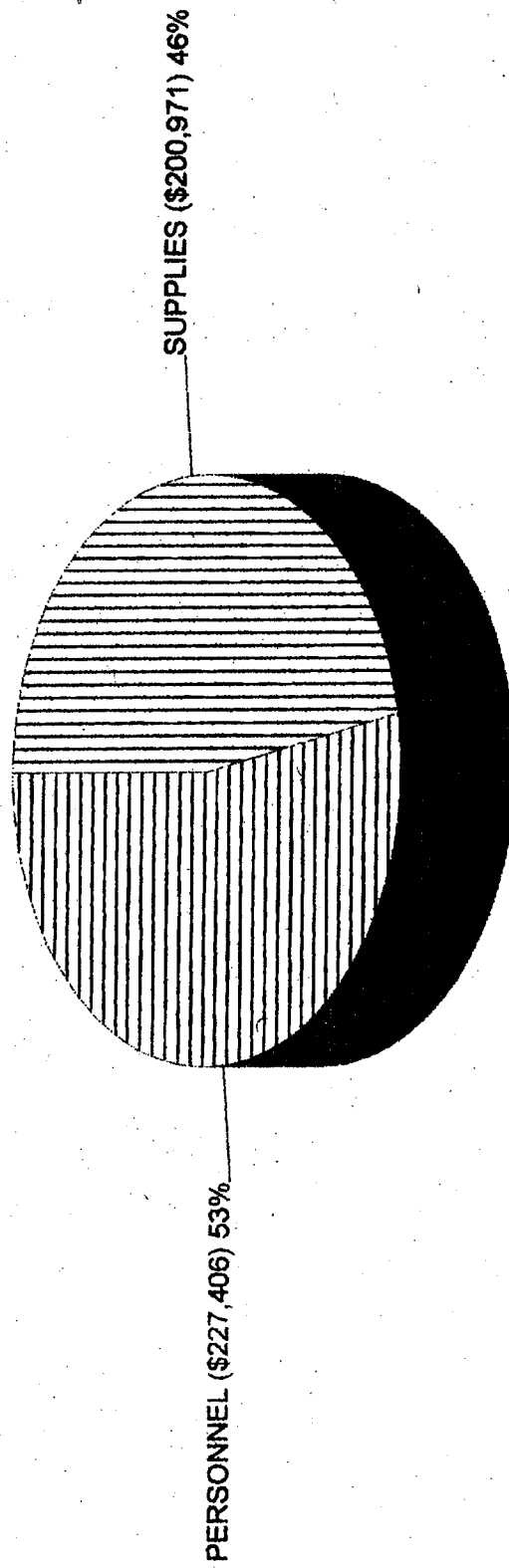
Preliminary Estimates	\$698,000
To Date 6/7	\$ 35,242
To Date 6/19	\$100,313
To Date 6/30	\$352,528
To Date 7/4	\$419,108
Estimated costs	\$155,892
Projected Rehabilitation Costs	**
TOTAL COSTS	\$575,000

**The Forest expects the Rainbow Family to only complete a portion of needed rehabilitation of the impacted areas. Additional costs of rehab work and monitoring required will have to be borne by the Forest. Rainbow Family members have stated they will provide some funding for the seed associated with the rehabilitation. The District will plan to conduct and fund the remainder of the associated work. Additionally, once the Family has departed, any failures are likely to be funded by the Forest.

COOP Law Enforcement Agreements

This year \$50,000 was budgeted for Coop Law Enforcement Agreements. Michigan State Police provided the bulk of patrol services and was funded at \$47,500. Michigan Department of Natural Resources received \$1,400 and the Ontonagon County Sheriff's Department received \$15,000 from R-9 LEI funds. The Lac Vieux Desert Tribal Police Department was paid \$2000 via a personal services contract to cover costs of processing and booking federal prisoners prior to transport to Marquette, Michigan to appear before a U.S. Magistrate. \$1000 of this was covered from Incident funds and \$1000 from R-9 LEI funds.

2002 National Rainbow Gathering Total Cost Graph



July 7, 2002

COMMAND AND GENERAL STAFF REPORTS

Planning Section

Incident Personnel

The National Incident Management Team (NIMT) consisted of seven primary positions: Incident Commander, Plans Section Chief, Operations Section Chief, Communications Section Chief, Administrative Officer, Information Officer and Safety Officer. An investigator joined the team from the Chequamegon Nicolet National Forest and a liaison officer from the Ottawa National Forest. The Watersmeet District Ranger served as the Forest Supervisor's Representative and a forest biologist served as the Ottawa National Forest Resource Advisor. The NIMT support positions included three information assistants, a switchboard operator, two communications assistants, and a Documentation Unit Leader. The Watersmeet Ranger District provided the following support positions on an as needed basis to the NIMT: supply clerk, purchasing agent, driver and several resource specialists including a Wildlife Biologist, Biological Technicians and District Resource Assistant. The Forest provided the services of a Botanist, GIS specialist, Aquatic Ecologist, Hydrologist and Heritage Resource Specialist.

At maximum staffing there were [REDACTED] Forest Service Law Enforcement Officers (LEO's) and [REDACTED] shift supervisors. This included [REDACTED] horse-mounted units and [REDACTED] K9 units. The Ottawa National Forest (ONF) provided [REDACTED] LEO's in various law enforcement roles. Under the Unified Command structure, this law enforcement staffing was supplemented by officers from the Ontonagon County and Oneida County Sheriff's offices, the Lac Vieux Desert Tribal Police, the Michigan State Police and the Michigan Department of Natural Resources.

Unified Command

A Unified Command was established to jointly manage the 2002 Rainbow Family Gathering. These cooperating local, state, tribal 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. Four Unified Command meetings were held with the first one on Tuesday, June 25, 2002. Unified Command meetings were well attended and held on Tuesday and Thursday the first week and on Tuesdays the remaining weeks through July 9th. Population trends were reported, all agencies provided updates on activities, concerns and issues were identified and strategies developed.

Planning Section

The Planning Section responsibilities included: tracking of incident resources; development of the Incident Action Plan (IAP); facilitation of daily law enforcement shift briefings, daily NIMT meetings and four Unified Command meetings; development of vicinity and incident maps; working on non commercial group use applications responses; 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.

This year the Documentation Unit Leader was placed under Operations. 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 Forest Liaison and the District Wildlife Biologist served as the Resource Coordinator. The Forest GIS Coordinator assisted by District GIS Specialists completed map-making. The Ranger coordinated the efforts of numerous resource specialists including an Archaeologist, Aquatic Ecologist, Botanist, Hydrologist, Resource Assistant, Biological Technicians, Fisheries and Wildlife Biologists.

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 (not needed at this Incident)
- Fire Suppression Plan (not needed at this Incident)

- 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 gathering site was located near Red Light and Sucker Creeks and included the area to the east of these creeks along the road leading to Choate Road. Parking extended 2 to 3 miles on each side of Choate Road in both directions and along the access road to Steusser Lake day use area. Steusser Lake received heavy use from July 29 through July 7. On July 4, 2002 the field west of Sucker Creek, known as the Choate Town Site, was occupied despite a Forest Supervisor's Closure Order to protect this historic site

The Choate area contains sensitive resources, including a historic town site that overlaps with the South Branch of the Ontonagon River corridor, which has been congressionally designated under the Wild and Scenic River Act. This area contains wetlands and highly sensitive soils. With respect to public health and welfare, the area currently does not have sufficient sanitation or waste water disposal facilities. Water samples taken from Sucker Creek, both above and below the gathering, exceed Environmental Protection Agency (EPA) standards for recreational contact. There is also inadequate ingress and egress in case of an emergency.

On July 3rd the District Ranger received two applications for a non-commercial group use permit for the Choate gathering area. These were received well after the gathering had started and RFLM members had been advised of numerous criteria that would make issuing a permit for the site impossible. A letter of denial was delivered later that same day based on multiple criteria (See appendix 8), and the site that had been previously approved and offered to the RFLM (Whitetail Deer Management Area) was once again offered as an alternative. The RFLM was encouraged to move to that site.

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 citing poor water, access and sensitive soils. Some Rainbow Family members visited the site only to leave after being pestered by bugs and discovering the site in such a mess. Many individuals commented on the inadequacy of the site and were upset with the fact that the gathering could have been at a site that met their needs without compromising the resources of the Ottawa National Forest. While it is impossible to know for certain why the proposed Whitetail Deer Management Area was not selected, it appears the intent of the Rainbow Family was to never seriously apply for

a non-commercial group use permit, nor to pick any site recommended by the U.S. Forest Service.

Resource Issues

The transition meeting between the Forest and the NIMT was held on June 12th at the Watersmeet Ranger District Office. At the time of the transition meeting the RFL had not identified a site and the ONF was still working on the proposed Whitetail Wildlife Opening area. 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 Choate Area was surveyed for rare animals and plants previously. No listed animals or plants were found, although habitat is present for several plant taxa.

Soils:

Generally the soils in the Choate Area lie in the Lake Ontonagon lake plain formation and are heavy textured soils with impeded drainage. They are fragile in nature and are easily impacted by heavy, repeated use. Mottling (a redoxymorphic feature) was present at 9 inches indicating the seasonal high ground water table. Human waste was being deposited directly into this layer (see photos in appendix 5).

Fisheries:

The Choate Town Site is directly adjacent to the South Branch of the Ontonagon River. It is a DNR Type I trout stream. However, it is considered of lower fisheries quality than the Middle Branch of the Ontonagon River. There are no known Threatened, Endangered or Regional Foresters Sensitive Species.

Heritage Resources:

The Oshkosh Log and Lumber Company of Oshkosh, WI established the sawmill town of Choate in 1892. Originally called Sucker Creek, the town's population reached nearly 500 in the first year and at its peak in 1894 it was the largest of the pine mill settlements in the area. In addition to the sawmill there was a company store, a school, a saloon, a large boarding house and fifty to sixty houses. The sawmill complex included a heated millpond, a large warehouse and a planing mill. The town was abandoned in 1904, when the post office was closed. The Choate site has been nominated to the National Register as a representation of the history of logging in the Great Lakes Region.

This mill site is in an extremely good state of preservation. Its isolated location has protected it from vandalism and theft of artifacts and it has not been affected by construction of any kind. Within the mill area are several bases of structural timber. This

may mean the working floor of the mill is still intact under a thick layer of soil that has formed over the last century. The excellent condition of this site holds much promise for future archeological excavation.

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 a heritage resource survey conducted in association with the Choate Vegetation Management Environmental analysis. In addition to the Forest Service records of Choate there is a Master's thesis on the industrial Archeology of the Choate town site currently being finalized. Given the historical value of the site the Rainbow gathering had serious potential to permanently alter this resource.

Wildlife:

The Choate Area had no major wildlife concerns. Wolves do frequent the area and disease transmission from dogs to wolves is a possibility. However, there are no significant impacts expected to the wolf population.

Road Management:

Roads Traffic safety, dust and general poor road conditions were problems at this year's gathering, as in all other years. Between June 21st and the time of this report, traffic on the roads leading into the gathering area varied greatly. Nightly car counts were used to obtain the estimated number of individuals at the gathering.

The Ontonagon County Choate Road was the main road leading to the gathering site. Access to the Choate Road was available by several different County and Forest Roads. These roads are a mixture of narrow, winding gravel and paved roads that cause safety concerns in terms of visibility (dust), surface condition (washboard) and excessive speed. The District Ranger requested scheduled maintenance (grading), which was completed on July 1st. The Forest Supervisor of the Ottawa National Forest issued a forest order for FR 6950 and a gate was put up to discourage access to the Forest Closure area of the Choate Town Site.

The main road leading into the gathering site, FR 6987 (going west from Choate Road) was severely rutted in places from vehicles, wheelbarrows, etc., and will need restoration work.

Noxious Weeds:

Noxious weeds were of concern in the gathering area in that weed seeds will be introduced with the vehicles, etc. Certified weed-free hay was provided for the USFS mounted patrol unit. Monitoring of the area will be done in 2003 for invasive weeds and any necessary control actions will be conducted by the District for the next several years.

The Botanist recommended the seed mix for revegetation of the site and will continue to monitor the site.

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 5th, addressed the actions needed to restore the site to as near the pre-gathering condition as possible. The District will conduct seeding operations as needed following the RFLLE effort to rehabilitate the area. Previous gatherings have resulted in unsightly and unsanitary piles of garbage being left on site. This is a particular concern on the Choate site as access is very difficult and the trash must be packed a long distance out of the area.

Recreation:

The general area and nearby campgrounds and recreation areas are popular attractions to local and regional visitors, especially for the long Independence Day week. The National 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 ONF website. It was anticipated the pattern of use at these areas would change as people became informed of the large gathering and visitor use would fall off somewhat. The primary impact was noticed at local day use areas, when large groups of naked Rainbows would descend upon the small lakes already occupied by family groups.

Fire and Emergency Evacuation:

The ONF has a very low incidence of wildfires and there was no need to put together an evacuation plan for fire. Emergency evacuation from national gatherings is always of concern. An evacuation would have been difficult due to the fact that there was only one road accessing the gathering.

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 7,000 people, which is equal to the population of Ontonagon County. In previous years the affected county 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. 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 varied with some businesses in proximity to the site reporting increased revenues. The summer months, and particularly the Independence Day holiday, are second only to the snowmobile season for many local businesses. The summer tourist season was of particular importance this year as the previous winter supported a minimal snowmobile season.

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 the Choate Area. Over the next several months the Ottawa National Forest will implement a rehabilitation plan recommended by the NIMT. The Forest will also monitor resources and take necessary action, such as follow up rehabilitation the RFL do not implement in order for the area to more fully recover. It is difficult to gauge the effects of 18 tons of human excrement left on the site in rudely constructed slit trenches. Additional erosion and sedimentation during heavy rains this summer is also expected to affect water quality. To the extent 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 Forest Closure Orders put in place and maintained by law enforcement,
- 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 non-commercial group use permit issue.

COMMAND AND GENERAL STAFF REPORTS

Communications Section

Overview

The requirements for communications support of the Rainbow 2002 Incident presented many challenges. The most significant being the semi-flat terrain and the delay of a decision on the gathering site by the Rainbow Spring Council. The National Incident Management Team (NIMT) was pre-positioned in Watersmeet, Michigan to stand-by for a final decision. The Rainbow Family had applied for a permit on the Watersmeet District of the Ottawa National Forest earlier in the year. The delay of a decision on the final gathering site until the evening of June 21st kept the installation of the National Interagency Fire Center (NIFC) National Incident Radio Support Cache (NIRSC) communications system on hold for over 9 days.

Objectives

The objectives of the Communications Section were:

- To design and install a Project 25 Digital compliant communications system that would provide for officer safety and meet the operational needs of the unified law enforcement operations. (The Incident Commander had requested digital encryption in February after hearing it was being used at the 2002 Winter Olympics in Salt Lake City, Utah)
- Provide for an incident dispatch center complete with NCIC capability.
- Provide for internal telephone landline communications for the Incident Command Post and the NIMT.

Communications System Design and Operation

Initially, all communications was through the Watersmeet District of the Ottawa National Forest. Gogebic, Iron and Ontonagon County frequencies were also programmed into the mobiles and portable hand held radios to augment the communications capabilities of the officers initially assigned. The communication system was at best marginal due to the fact that the tower sites were long distances from the proposed gathering site (Whitetailed Deer Management Area). Due to lack of accurate information and rumors of the Rainbows choosing a site in Wisconsin on the Chequamegon-Nicolet National Forest, the National Forest, along with the Onieda, Forest and Vilas County frequencies were also added to the temporary communications plan.

During the wait for the decision on the gathering site, a meeting was scheduled with the Michigan State Police (MSP) Communications Officer. During this meeting, a decision was made to utilize the existing Lo-Band system to link the incident to Negaunee. Negaunee is the location of the centralized MSP 911 Dispatch Center (Station 80) for the Upper Peninsula. There was a concern over trying to use the new 800 system. Motorola, the contract company,

was in the process completing the final installation and system test to meet their contract obligation and deadline. The contract deadline for completion of the system was in September and there was uncertainty as to the system's reliability due to the testing. Also, the new 911 Center (Station 80) was not operational and it would be easier for the dispatchers to use the existing system in their current facility. The MSP Communications Section had the crossband equipment readily available that would be necessary to interface the MSP system with the NIFC system so officers could communicate with Station 80 in Negaunee. They also agreed to do any necessary tower work to make the crossband system operational if the decision were made to have the gathering near Watersmeet.

Once this plan was made available to the field there was an immediate request sent through MSP channels by the Wakefield Post for authorization to use the new 800-trunking system and not the current lo-band system. The MSP Communications Officer was not aware of this request until the authorization was granted. Once informed, the MSP Communications Officer responded and delivered thirty-two (32) handheld XTS-3000 800 MHz radios, and two (2) Spectra Mobiles for use on the incident. Motorola was contacted and agreed to keep the testing to a minimum but made it clear they were not prepared to respond immediately if the system went down or there were any technical problems. The 32 radios were for the MSP Officers and the Forest Service Officers assigned to the incident. Nineteen (19) of the thirty-two (32) radios were assigned to the Incident Management Team. This provided for one (1) 800 radio in each patrol unit and one (1) radio for each of the Operational Command Staff. The two Spectra Mobiles were temporarily installed into the NIMT Division Supervisor's vehicles. All of this took place prior to any decision by the Rainbow Council on the gathering site. With the 800 MHz radios in place, there was no valid reason to consider the deployment of the crossband system.

The 800 MHz Trunking System is a fully compliant APCO Project 25 digital system. The performance of the new trunking system was phenomenal. System coverage of the incident area (gathering site), adjacent roadways and the town of Watersmeet was as close to 100 per cent as physically possible.

Since there were no guarantees for a quick response by Motorola if the Trunking System went down and with the shortage of 800 MHz radios, it was decided to continue the deployment of the NIFC-NIICD communications equipment.

The first consideration was the request on June 23rd to use of the MSP towers located at Ewen, Trout Creek and Watersmeet as sites for the NIICD repeaters. This request was denied so alternate sites were found. To cover the Steusser Lake, Sucker Creek and Robbins Pond areas, an old lookout site off of Sleepy Hollow Road was chosen (Rptr Site A). For coverage of the Whitetailed Deer Management Area site a repeater was placed adjacent to Forest Road 4700 (Rptr Site B). (These sites are identified on the map in the Appendix 9)

Utilizing communications equipment out of the National Incident Radio Support Cache (NIRSC), and a JPS ACU 1000 Intelligent Interconnect System, a crossband link was established between NIRSC VHF Hi-band frequencies and the MSP 800 MegaHertz (MHz) trunking system. This system was installed as back-up for and to augment the new MSP 800 Mhz trunking system, since Motorola would not commit to a quick response in the event of any 800 system

failures. Since Project 25 digital technology was employed in the NIRSC equipment as well, the security of the radio communications was maintained. To carry the security even further, the main tactical channel assigned was programmed to operate in the encrypted digital only mode.

Telephone service to the Incident Command Post was more than adequate. Twelve (12) trunk lines were ordered and connected to a Mitel Switch and extensions were run to each functional area. This provided all of the necessary phone service for the Incident Management Team.

Dispatch Center

Dispatching for this incident was through Station 80, the MSP 911 Center for the Upper Peninsula, located in Negaunee, Michigan. The Dispatchers were issued 800 MHz handheld radios to use at their old work stations. This allowed them access into the new system to respond to officer request from the Rainbow gathering Incident.

System Interference

There was no system interference of any kind. The new Project 25 Digital technology being utilized provided complete security form monitoring. Commercial scanners are not available at this time that would allow monitoring of this new technology.

Summary

The MSP 800 system worked flawlessly and provided almost 100 per cent coverage. There was at no time, any officer safety issues in regards to communications during this incident.

Repeater coverage of the incident area by the NIFC-NIRSC equipment was over 95 per cent. There was, however, a delay time of 2-3 seconds before all of the equipment would key up. The delay on the system caused the beginning of the radio transmissions to be chopped with the loss of intelligence. It was not tolerated very well by the officers and proved to be a "show stopper" for getting officers to use the VHF digital radios. At no time, was the chopping the fault of the VHF digital handheld radio being used. The NIRSC equipment being used was not fully Project 25 compliant due to delays in development. Due to this delay and to keep from complicating communications, this system was not used but kept for back-up only. An additional twenty (20) handheld 800 MHz radios were made available the day after the St. Ignis Antique Car Show which ended on June 30th. The radios were delivered on the afternoon of July 1st with chargers. This provided one (1) handheld 800 MHz radio for each Law Enforcement Officer for the remainder of the incident.

Since communications is so critical to the safety and effectiveness of operations, 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 always be done prior to the team deployment.

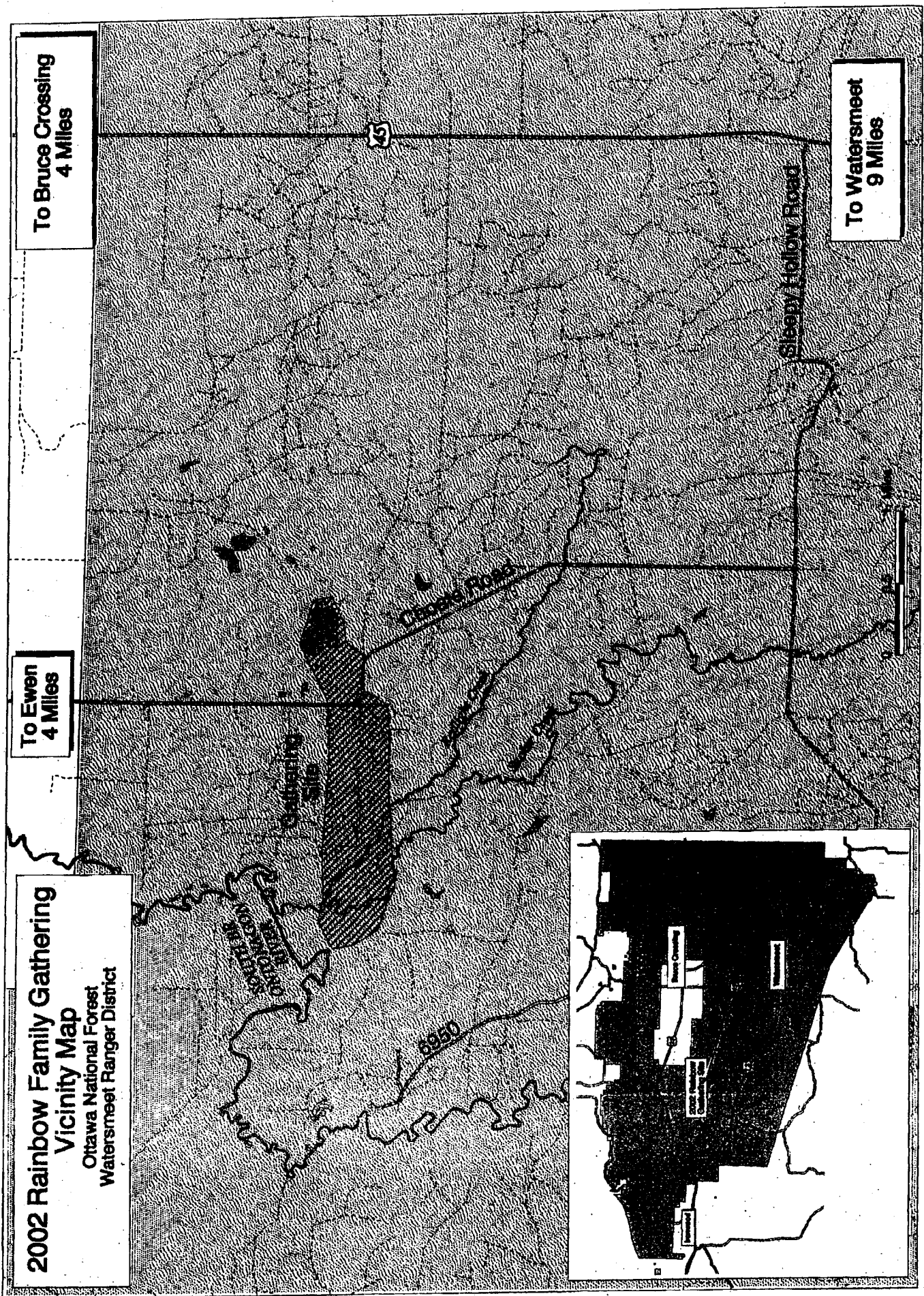
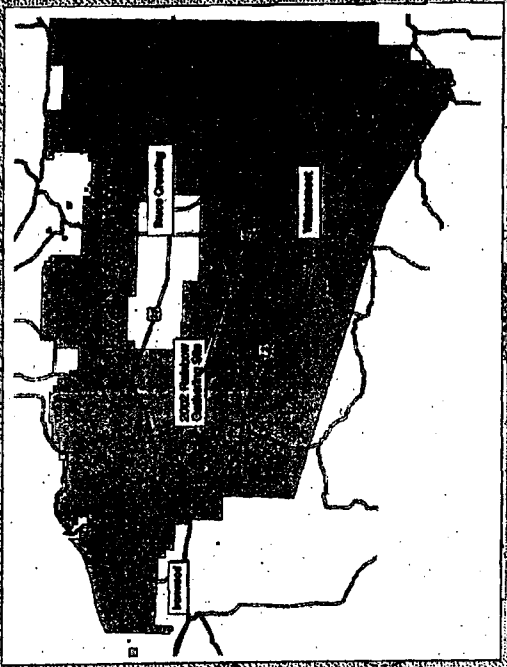
**2002 Rainbow Family Gathering
Vicinity Map**
Ottawa National Forest
Watersmeet Ranger District

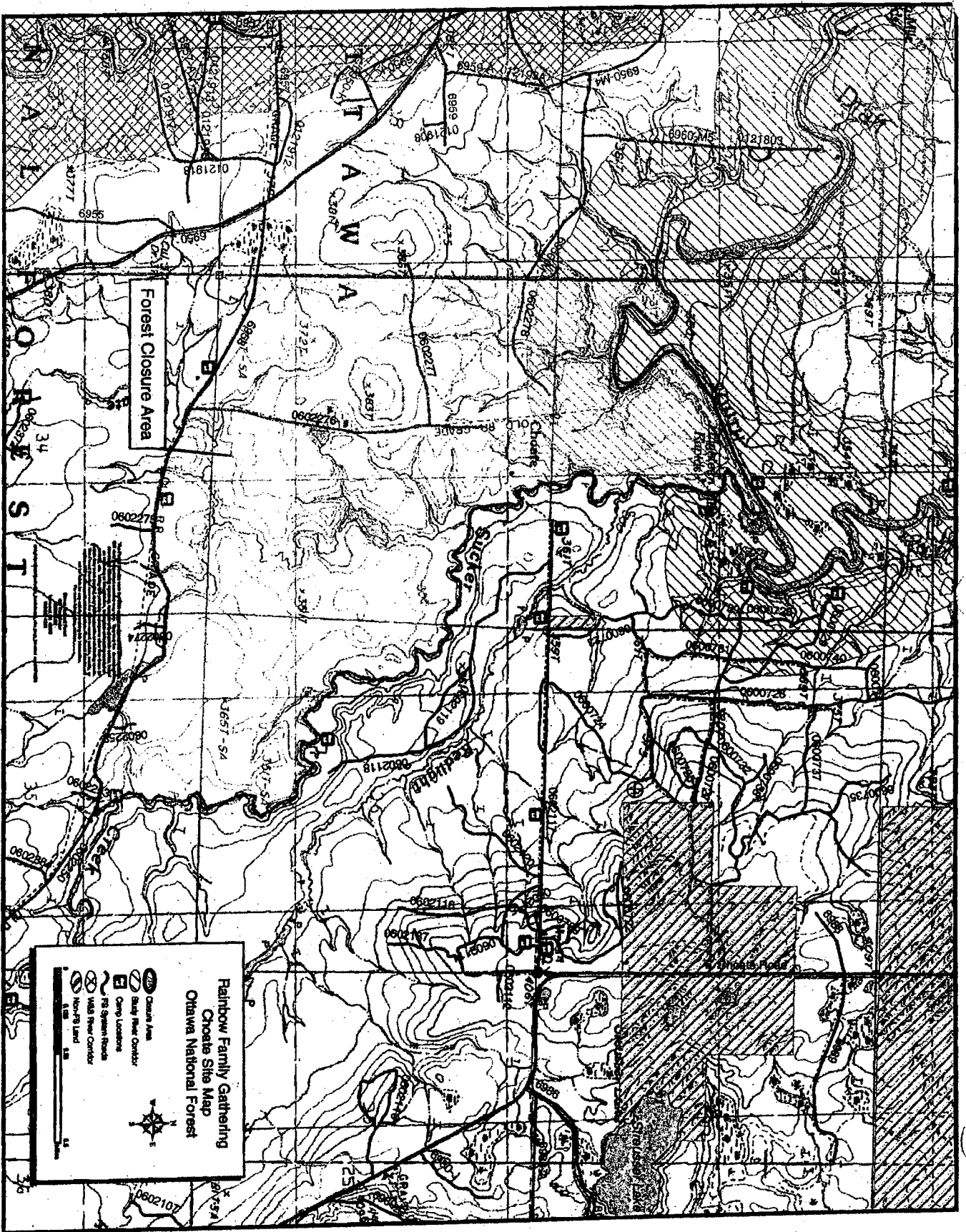
To Ewen
4 Miles

To Bruce Crossing
4 Miles

To Watersmeet
9 Miles

5850
Cross Road
Sibamy Hollow Road





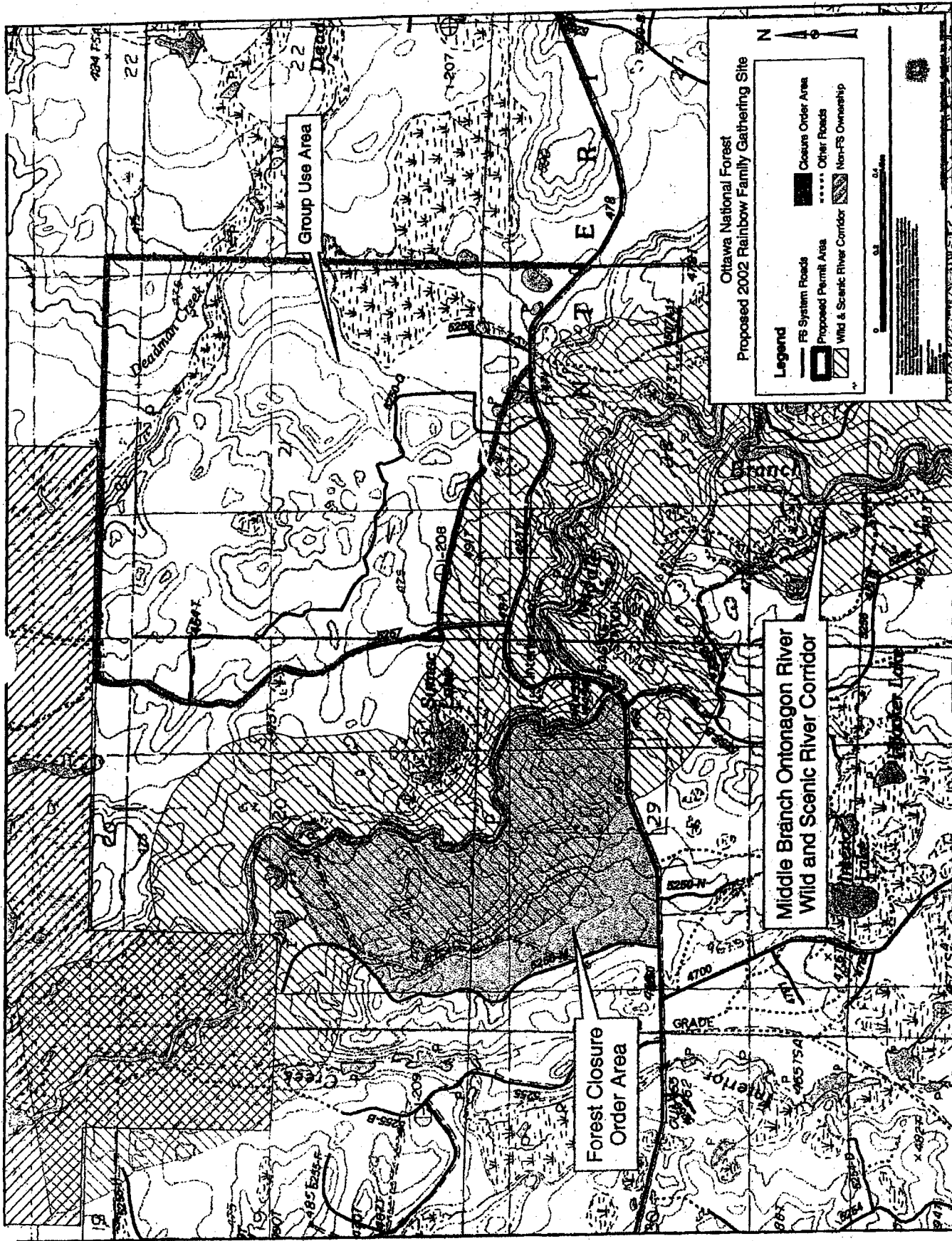
Forest Closure Area

**Rainbow Family Gathering
Choate Site Map
Ottawa National Forest**

- Crest Line
- Bare River Center
- Camp Locations
- Rt. System Route
- Wild River Center
- Mowed Land

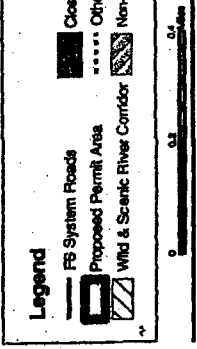
Scale: 0 0.5 1 Mile

North Arrow



Ottawa National Forest
 Proposed 2002 Rainbow Family Gathering Site

- Legend**
- FS System Roads
 - ▭ Proposed Permit Area
 - ▨ Wild & Scenic River Corridor
 - ▩ Closure Order Area
 - Other Roads
 - ▧ Non-FS Ownership



Group Use Area

Forest Closure
 Order Area

Middle Branch Ontonagon River
 Wild and Scenic River Corridor

22

22

207

E 478

41-208

129

4700

GRADE

485 754

19

19

19

19

19

19

19

19

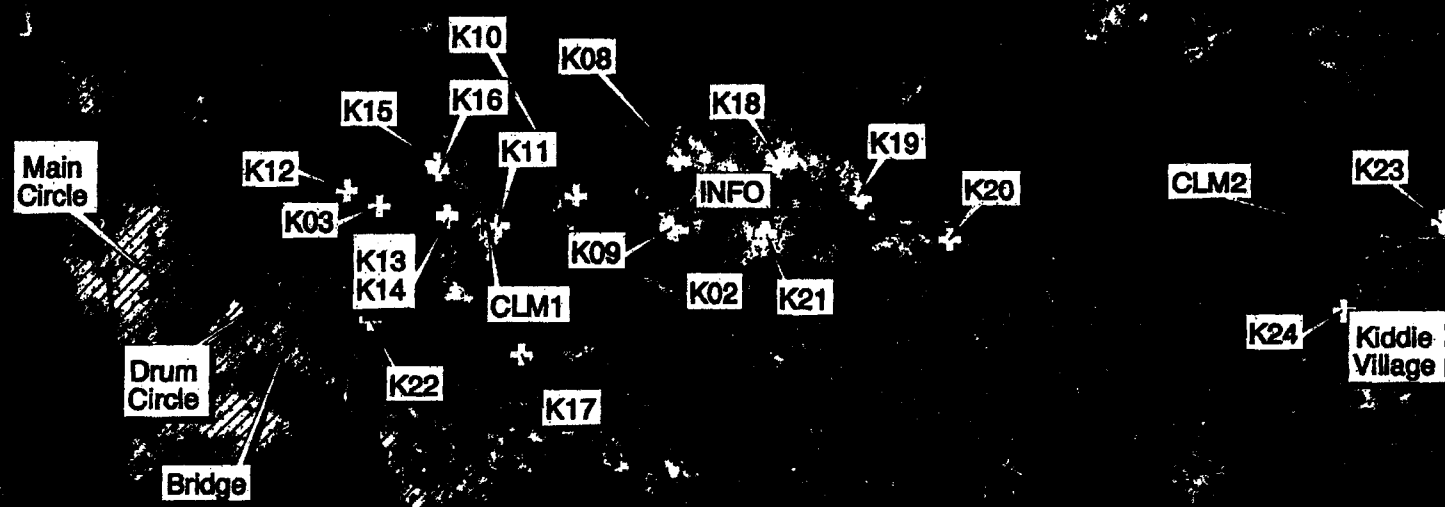
19

19

19

19

2002 Rainbow Family Gathering



Forest closure area

C.A.L.M

Main Circle

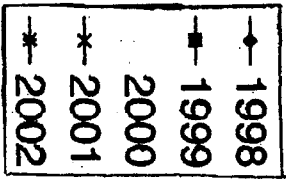
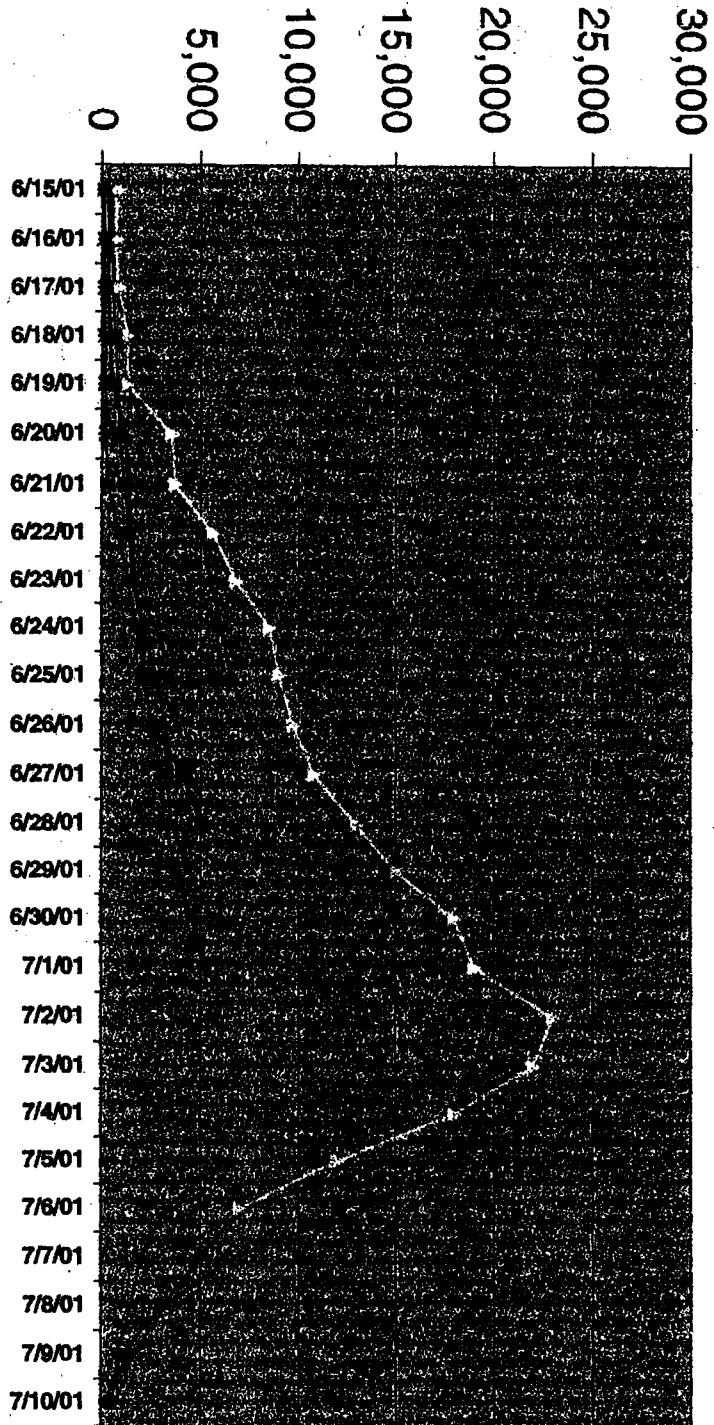
Information tent

Kiddie Village

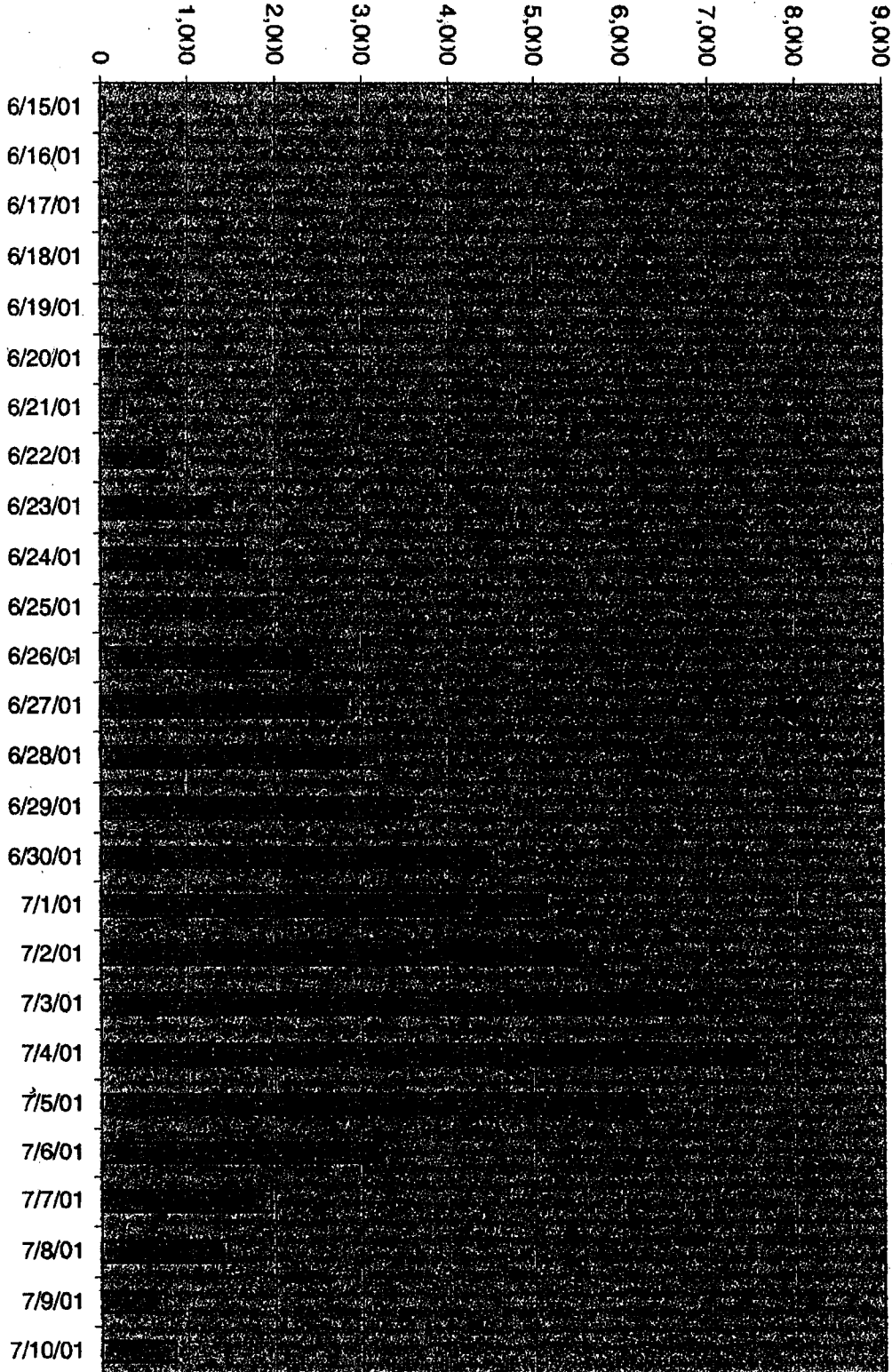
Kitchen



Attendance 1998 - 2002

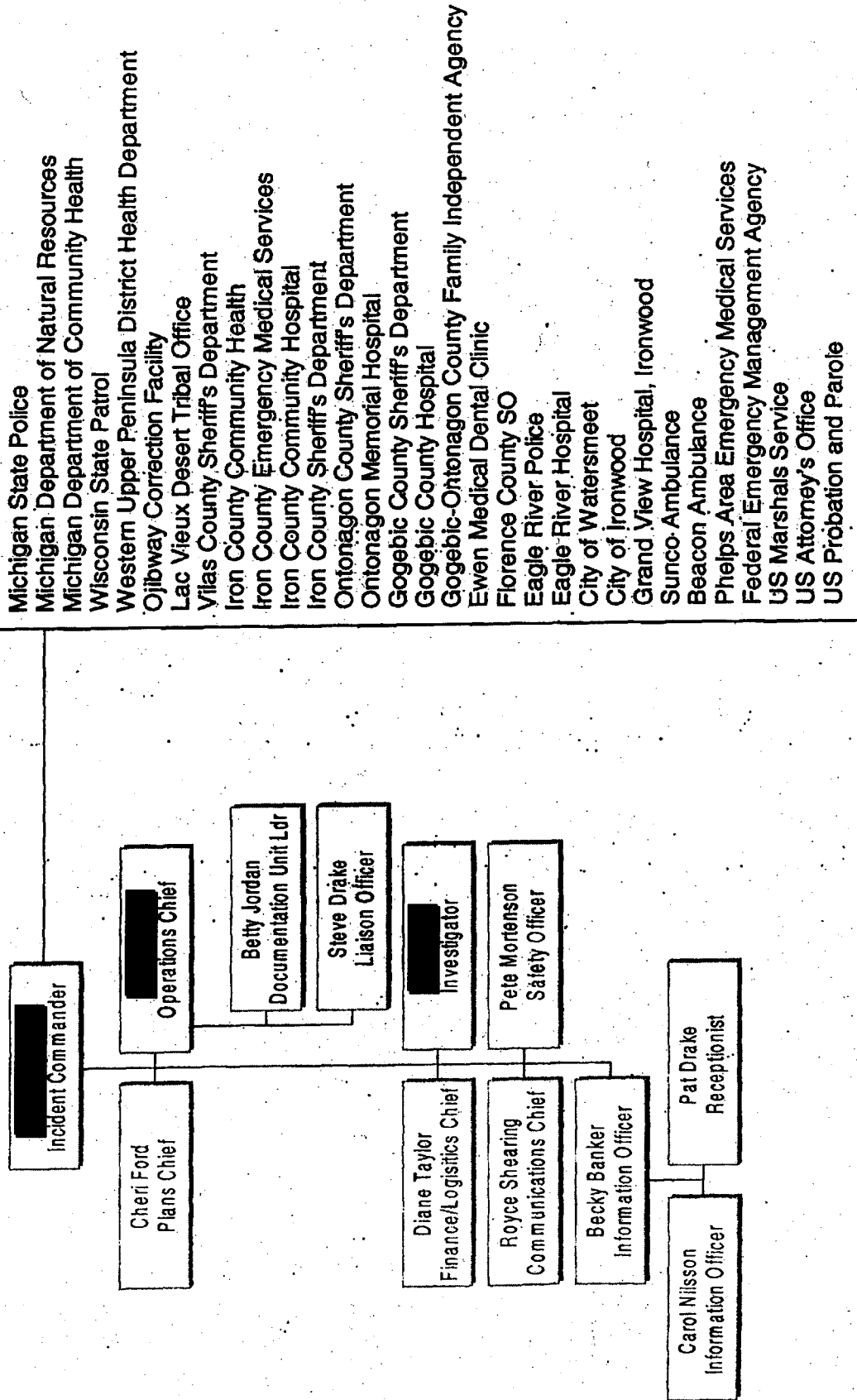


2002 Attendance



UNIFIED COMMAND RAINBOW GATHERING - 2002

b6
b7c



Health Alert

Diseases known to be in the area of the 2002 National Rainbow Family Gathering.

Lyme Disease (bacterial)

Vector: Deer Tick (very small)

Prevention: Check your body for attached ticks daily. Use DEET based repellent.

Symptoms: Red rash at the site of the bite, flu-like symptoms, after several weeks or months secondary symptoms include migraine-like headaches and arthritis of various joints. Many individuals will not develop the rash; however during the diagnosis of any illness within several years of a tick bite, Lyme disease should be considered a possibility and the treating physician should be informed of this potential.

Treatment: Remove embedded tick with tweezers (grasp close to head) then wash and disinfect bite area.

Blastomycosis (fungal)

Vector: Airborne from fungus – disturbance of moist soils with high organic matter usually adjacent to waterways, such as beaver dams.

Prevention: Avoid breathing dust when the earth has been disturbed especially near beaver dams and similar areas.

Symptoms: Incubation period is 15 to 90 days. Flu-like or pneumonia symptoms that don't go away. Mortality rate is high for individuals with compromised immune systems such as HIV patients, organ transplant recipients, and pregnant women.

Treatment: Medical treatment with one or more drugs. Immunocompetent patients may clear the disease spontaneously, however medical treatment is highly recommended.

Safety & Health Alert

2002 Rainbow Gathering

EIGHT MOST DANGEROUS SITUATIONS

One of the following circumstances have cost an officer his life.

These are listed with the worst being at the top of the list:

- *ARREST SITUATIONS
- *DISTURBANCE CALLS
- *TRAFFIC PURSUITS AND STOPS
- *INVESTIGATING SUSPICIOUS PERSONS/VEHICLES
- *AMBUSH SITUATIONS
- *TRANSPORTING AND CUSTODY OF PRISONERS
- *DEALING WITH MENTALLY DERANGED SUBJECTS
- *CIVIL DISORDERS

***SAFETY & HEALTH REMINDERS
2002 RAINBOW FAMILY GATHERING***

Date: June 22 Watersmeet Ranger District Ottawa National Forest

Driving - Defensive at all times. - Limit speed to match situation. - Vehicle Maintenance. - Headlights - Watch for animals (especially deer) on roads.

Physical Contacts - Protective measures - Gloves or germ killing skin gel. Avoid sharp objects, needles - Properly dispose of contaminated items in biohazard bags or sharps kit.

Mental alertness - Look out for each other.

Lyme Disease & Blastomycosis - Review Health Alert

Arrests - By the book. Communicate and have backup - Officer safety comes first.

Food and drink - from known, controlled sources only.

Resource personnel - Must be in radio contact. Check in and out. Communicate with Law Enforcement officers. Work in pairs. Be aware of surroundings - leave if unsafe or unsure.

RAINBOW GATHERING EVENT
SCENE VISITATION GUIDELINES FOR NON-LAW ENFORCEMENT INCIDENT WORKERS

GOAL: Provide for safe, coordinated visits by non-law enforcement incident workers. Provide communications and a check-in and out process for non-law enforcement workers so they can be tracked and located in a timely and effective manner.

RECOMMENDED PROCEDURES:

Check in at the ICP (Incident Command Post) located at the Watersmeet Ranger District (in the house at the entry to the Forest Nursery). On your first visit you will be provided a Health and Safety briefing and/or a written copy of recommended site visitation protocol. If needed, you will also be assigned a portable radio. Information about radio use or special instructions for scene visits for the day will also be provided as needed.

Monitor radio traffic when driving to the gathering site.

When you arrive at the gathering contact the law enforcement Division Supervisor in charge. The Division Supervisor will provide you with site specific and situational instructions. Tell the Division Supervisor the purpose and expected duration of your visit. Vehicles should be parked in a secure and visible location. If you are unsure of where to park, ask for assistance from law enforcement. Always lock your vehicle and secure property.

When you are at the site and are out of your vehicle, contact Division Supervisor and advise them how long you expect to be out on foot. Make radio contact with Division Supervisor at a minimum of every 60-minutes; more frequently if you feel the need to shorten that interval. At check-ins advise the Division Supervisor of your approximate location. Use common sense when making radio calls or monitoring radio traffic especially in large groups of gathering participants.

Advise the Division Supervisor of any changes in the expected duration of your visit.

Advise the Division Supervisor when you return to your vehicle and relay that you are returning to ICP (or the location where you are departing to).

If applicable, check your assigned radio back into the ICP.

BE AWARE THAT TRAFFIC CONGESTION WILL OFTEN PRESENT A MAJOR PROBLEM PROCEEDING INTO AND OUT OF THE EVENT AREA.

BE ESPECIALLY ALERT IF A SITUATION BEGINS TO DEVELOP THAT MIGHT RESULT IN THE NEED FOR AN EVACUATION.

2002 RAINBOW GATHERING
SITE VISITATION PROTOCOL FOR RESOURCE PERSONNEL

CHECK IN AT THE INCIDENT COMMAND POST AT WATERSMEET R.D.

OBTAIN: An incident radio or have yours programmed.
A communications briefing.
A safety briefing and site situation updates.
A site map

STANDARDS AND RECOMMENDED SITE CONDUCT:

Generally work in pairs. Lock vehicles and take keys.

Communicate with the law enforcement Division Supervisor. Check in and out.
Make sure someone knows where you are and when you will return.

Bring your own food and water. Do not accept on site.

Use of antiseptic hand wash or gloves is suggested.

Wear appropriate footwear. Sandals or open toed shoes are not appropriate.

Take insect repellent and sunscreen.

Be in uniform or otherwise identifiable (name tags). A long sleeved shirt or a jacket is recommended. Shorts are not appropriate.

Stay aware of your surroundings – recognize dangerous situations.
Know where you will go if a problem should develop.

Use common sense. Be friendly, but professional.
Do not take law enforcement action or role.

Don't take photographs of participants without asking permission.

Don't discuss or speculate on subjects not in your field of expertise.

Recommendations and Considerations for Human Waste Disposal

Rainbow Gathering 2002

The following recommendations are based on reviewing a number of references including the Western Upper Peninsula District Health Department - Superior Environmental Health Code (SEHC), Leave No Trace Ethics, and Rainbow Family printed material for slit trench construction.

Proper treatment of human waste is dependent on a number of factors including specific site features such as soil type, slopes, and depth to water table.

Slit trenches should be long and narrow helping to provide an opportunity for human waste treatment. This is preferred over larger wider bed-type constructed pit features. Trenches should be about 12 inches wide (about a shovel's width) and of adequate length for the intended number of people who plan to use it.

The depth of the trench is dependent upon the type of soil. The depth between the bottom of the trench and the seasonal high water table should not be less than forty-eight inches (48"). The seasonal high water table can be identified by the presence of soil mottling. In areas of question including moderately well drained soils, a soil scientist can help determine site suitability.

Locate slit trenches at least 100 feet (about 80 steps), preferably farther, from a surface water source including lakes, streams, wetlands, or other surface water features.

Locate slit trenches least 25 feet (about 20 steps) from steep slopes, defined as slopes greater than 20%.

Generally, drainage classes of very poor, poor, and somewhat poor would not be suitable for slit trench locations. Moderately well drained classes should be site analyzed. Generally, well drained classes to excessively well drained classes would likely be suitable areas for slit trenches. In all cases, a site visit by a soil scientist is recommended.

Good Slit-Trench Locations Help Keep Ground Water Clean

Stay 100 feet (about 80 steps) from surface water including lakes, streams, wetlands, or other wet surface areas.

Stay 25 feet (about 20 steps) from slopes.

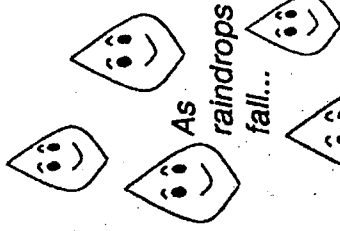
Dug-out Slit-Trench

Ground Surface

Avoid heavy soil types like clay or silty soils. Sandy and sandy loam soils are better.

Ground Water Table

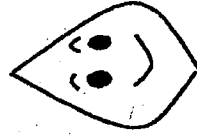
The ground water table can be identified by digging into wet layers or by looking for the presence of Mottles - bright orange colored spots or grayish colored spots or layers. In well drained soils, you may not see these at all as mottles and wet layers would be in soil depths greater than 5 feet deep.



...through your "poop pit"...



...the soil helps purify human waste.



Cover trench with soil when waste is within 8 inches of the surface.

REPORTED EMERGENCY MEDICAL RESPONSES RELATED TO
THE 2002 RAINBOW FAMILY NATIONAL GATHERING

DATE -RESPONSE AMBULANCES -LOCATION -NATURE OF INJURY & NOTES

- 6/24 Sonco Ground Ambulance - Two Mile Road (north of Bruce Crossing) -
Victim (male) was beaten up in an altercation - transported to Ontonagon Hospital
- 6/29 Sonco Ground Ambulance - Patient delivered to Ewen Ambulance Garage -
2-year old (male) child with burns from fall into fire pit - transport with transfer to Grand
View Hospital - Victim subsequently transferred to burn center at Miller-Dwan Hospital.
- 6/30 Sonco Ground Ambulance - Choate Road at Rainbow campsite - Victim.(male)
with broken ankle, advanced shock symptoms - transported to Ontonagon Hospital
- 7/1 Conover Ground Ambulance - Lac Vieux Desert Casino (Watersmeet)
Victim (male) with cardiac symptoms - transported to Eagle River Hospital
- 7/1 Sonco Ground Ambulance - Choate Road at Rainbow campsite.
Victim (male) with cardiac symptoms - transported to Ontonagon Hospital
- 7/3 Sonco Ground Ambulance - Co-op parking lot (Bruce Crossing) -
Victim (male) with cardiac symptoms - transported to Ontonagon Hospital
- 7/4 Conover Ground Ambulance - Forest Service Visitor Center (Watersmeet)
Victim (male) with cardiac symptoms - transported to Eagle River Hospital
- 7/4 Sonco Ground Ambulance - Choate Road at Rainbow campsite - Victim (male)
with mental symptoms - transported to Ontonagon Hospital
- 7/4 Sonco Ground Ambulance - Forest Service Road 5250 and Interior Site - Two
victims (male and female) with leg injuries from being run over by MHP patrol vehicle -
transported to Ontonagon Hospital
- 7/9 Beacon Ground Ambulance - Choate Road at Rainbow Campsite - Victim (male)
with mental or drug induced symptoms - transported to Ontonagon Hospital
- 7/9 Beacon Ground Ambulance - Choate Road at Rainbow Campsite - Victim
(female) with mental or drug induced symptoms - transported to Ontonagon Hospital

***List based upon best available information as of 14:00 7/10/02

MEDICAL PLAN	1. Incident Name 2002 Rainbow Gathering	2. Date Prepared 6/28/02	3. Time Prepared	4. Operational Period Duration of Event
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5. Incident Medical Aid Station

Medical Aid Stations	Location	Paramedics	
		Yes	No
None		<input type="checkbox"/>	<input type="checkbox"/>
		<input type="checkbox"/>	<input type="checkbox"/>
		<input type="checkbox"/>	<input type="checkbox"/>
		<input type="checkbox"/>	<input type="checkbox"/>

6. Transportation

A. Ambulance Services

Name	Address	Phone	Paramedics	
			Yes	No
Sonco (Choate site)	Ewen, Michigan 49925	906-884-4901	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Conover (Watersmeet area)	Conover, Wisconsin 54519	715-479-4881	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Beacon EMS	300 Villa Drive, Hurley, Wisconsin 54534	906-932-4444	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Iron Country EMS	Ice Lake Road Iron River, Michigan 49935	906-875-6669	<input checked="" type="checkbox"/>	<input type="checkbox"/>
			<input type="checkbox"/>	<input type="checkbox"/>

B. Incident Ambulances

Name	Location	Paramedics	
		Yes	No
None Assigned		<input type="checkbox"/>	<input type="checkbox"/>
		<input type="checkbox"/>	<input type="checkbox"/>
		<input type="checkbox"/>	<input type="checkbox"/>

7. Hospitals

Name	Address	Travel Time		Phone	Helipad		Burn Center	
		Air	Grnd		Yes	No	Yes	No
Ontonogan Memorial	601 S. 7 th Street Ontonogan MI 49953	15 <input type="checkbox"/>	45 <input type="checkbox"/>	906-884-4134	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Grandview Hospital	N 10561 Grand View Ironwood MI 49938	30 <input type="checkbox"/>	90 <input type="checkbox"/>	906-932-6200	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Eagle River	201 Hospital Road Eagle River, WI 54521	25 <input type="checkbox"/>	80 <input type="checkbox"/>	715-479-0255	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Iron County Hospital	Ice Lake Road Iron River, Michigan 49935	20 <input type="checkbox"/>	60 <input type="checkbox"/>	906-265-6121	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

8. Medical Emergency Procedures

Requests for medical assistance will be made by incident personnel through Michigan State Police Negaunee Regional Dispatch (Radio contact by Event 25 - MSP XTS 3000 Channel 25 or Racal Channel 3) Phone contact 1-800-525-5555. MSP will relay request to Ontonogan County Sheriff Dispatch (906-884-2400). Ground ambulances requested through F.S. Law enforcement will be met by a unit at junction of State Highway 28 and Choate (County) Road and escorted to the patient. If the call is for the alternate (Whitetail) site the meeting site will be the junction of Highway 45 and Forest Service Road 5250.

Helicopter with extraction capability - Northflight 231-935-2685, 231-935-5989 Traverse City, Wisconsin
Nearest Burn Center is Milwaukee Wisconsin.

9. Prepared by (Medical Unit Leader)
P. Mourtsen

10. Reviewed by (Safety Officer)

Peter M. Mourtsen

U.S. Department of Agriculture Forest Service JOB HAZARD ANALYSIS (JHA) References-FSH 6709.11 and -12 <i>(Instructions on Reverse)</i>	1. WORK PROJECT/ACTIVITY NIMT/Rainbow Family Gathering	2. LOCATION Ottawa N.F.	3. UNIT Watersmeet R.D.
4. NAME OF ANALYST Pete Mourtean	5. JOB TITLE Safety Officer	6. DATE PREPARED 6/19/02	
7. TASKS/PROCEDURES Team member identification - clothing	8. HAZARDS Security breach - potential for physical conflict & injury.	9. ABATEMENT ACTIONS Engineering Controls * Substitution * Administrative Controls * PPE Team members must be in uniform or other readily identifiable clothing to differentiate themselves from others, so that other individuals cannot access secure work environment areas of the incident command post.	
10. LINE OFFICER SIGNATURE <i>[Signature]</i>	11. TITLE ICC	12. DATE 6/28/02	

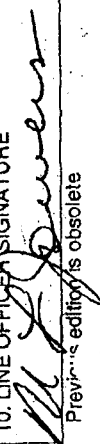
b6
b7c

(over)

Previous edition is obsolete

U.S. Department of Agriculture Forest Service JOB HAZARD ANALYSIS (JHA) References-FSH 6709.11 and -12 (Instructions on Reverse)	1. WORK PROJECT/ACTIVITY NIMT/Rainbow Family Gathering	2. LOCATION Ottawa N.F.	3. UNIT Watersmeet R.D.
7. TASKS/PROCEDURES Drinks and nutritional supplements.	4. NAME OF ANALYST Pete Mourtsen	5. JOB TITLE Safety Officer	6. DATE PREPARED 6/20/02
8. HAZARDS Lack of availability of safe drinking water and food sources. Proper hydration and nutrition is needed for officers and team members to work efficiently during long shifts in a remote area.		9. ABATEMENT ACTIONS Engineering Controls • Substitution • Administrative Controls • PPE Team members including resource personnel and enforcement personnel will be provided bottled drinking water, or similar items such as gatorade at daily on the incident due to high temperatures, untested and unsafe water sources at the gathering area.	

b6
b7c

10. LINE OFFICER'S SIGNATURE 	11. TITLE IC	12. DATE 6/24/02
---	----------------------------	--------------------------------

(over)



United States
Department of
Agriculture

Forest
Service

Ottawa National Forest
Watersmeet Ranger District

Old US 45, P.O. Box 276
Watersmeet, Michigan 49969
(906)358-4551
(906)358-4829 FAX
(906)358-4551 TTY

File Code:

Date: July 5, 2002

Rainbow Family Members:

Attached is the site and resource rehabilitation plan for the Choate area of the Ottawa National Forest. This plan covers areas impacted by the 2002 Rainbow Family gathering. Although some site specific needs have been included, most of the specific rehabilitation work will be identified after event participants have departed and actual site impacts can be determined.

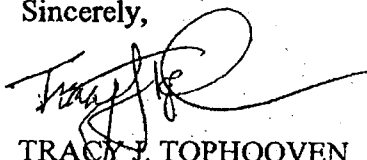
All materials and supplies needed to complete rehabilitation of the sites will be provided by the Rainbow Family. This includes but is not limited to tools, equipment, and seed.

Due to its sensitive nature, the Forest Service will rehabilitate the area west of Sucker Creek, know as the Choate Town Site. The Forest Service will inspect and inventory impacts to the historic remnants associated with this location. The Forest Service will also rehabilitate the foot trails, campsites, and fire pits within this area.

All rehabilitation work must be completed by August 5, 2002. If the rehabilitation is not completed or is not effective, the Forest Service will complete the project and bill the Rainbow Family for all costs incurred by the government.

If you have any questions, please contact me at (906) 358-4551.

Sincerely,



TRACY J. TOPHOOVEN
District Ranger

Enclosure



2002 RAINBOW FAMILY GATHERING REHABILITATION PLAN for CHOATE AREA SITE

July 5, 2002

WATERSMEET RANGER DISTRICT OTTAWA NATIONAL FOREST

Background: The 2002 National Rainbow Family Gathering is taking place on the Waterseet Ranger District of the Ottawa National Forest in the western Upper Peninsula of Michigan. Members of the Rainbow Family of Living Light (RFL) began gathering and impacting a site near Red Light and Sucker Creeks known as the Choate area, approximately 11 miles northwest of Watersmeet, Michigan on June 21, 2002. It is estimated that approximately 7,000 Rainbow Family Members gathered on the site on July 4, 2002. The Gathering site and parking areas encompass the areas around Red Light Creek and Sucker Creek, and the area to the east of these creeks along the road leading to Choate Road, for a combined area of approximately 500 acres. Parking extended along Choate Road in both directions, and along the access road to Streusser Lake day use area. Streusser Lake received heavy use from July 29 through July 4. On July 4, 2002, the field west of Sucker Creek, known as the Choate Town Site, was occupied despite a Forest Supervisor's Closure Order to protect this historic site.

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

The National Incident Command Team was given a Delegation of Authority by Forest Supervisor Bob Lueckel to manage the effects of the 2002 Gathering on the Ottawa National Forest (ONF). ONF resource specialists have been assigned to work with the National Team in identification of significant forest resources that may be impacted, and in the development of strategies to provide for their protection and post-event rehabilitation.

Forest resource specialists will advise the RFL as you complete your rehabilitation of the Gathering site. It is the responsibility of the RFL to leave the sites in a satisfactory condition. Cleanup, damage repair, and mitigation of impacts to the land are your responsibility and should be accomplished by you or your agents at no cost to the United States. All tools, safety equipment, supervision, and training to accomplish your restoration work is your responsibility.

Some of the site-specific rehabilitation needs have already been identified. However, additional design work will be necessary after most of the event participants have departed and the actual site impacts can be determined.

Timeline: It is expected that all rehabilitation work will be completed by August 5, 2002, except seeding which will be done by the ONF by October 1 to allow for maximum effectiveness.

Rehabilitation Objectives and Plan: This rehabilitation plan follows two main objectives, designed to return the site to near pre-gathering conditions:

- Clean up and rehabilitate all areas impacted by the RBF.
- Physical evidence of human presence created by the RBF will be removed from the site, or rearranged to present a natural appearance.

Rehabilitation techniques and materials should allow for as quick and as effective a recovery as possible.

Historic Choate Town Site

Due to its sensitive nature, the Forest Service will rehabilitate the area west of Sucker Creek, known as the Choate Town Site. The Forest Service will inspect and inventory impacts to the historic remnants associated with this location. The Forest Service will also rehabilitate the foot trails, campsites, and fire pits within this area.

The following is a list of methods and guidelines for achieving rehabilitation objectives:

General

1. No seeding (grass/forbs) will be implemented until the fall of 2002 (on or about October 1, 2002) to allow for additional moisture and greater seeding success. All seed will be native, noxious weed-free seed, approved by the Forest Service before it is brought to the site.
2. No green timber will be cut for rehabilitation purposes, unless approved by the Forest Service.

Trash

3. All refuse, litter, and foreign material will be removed and disposed of at a recognized sanitary landfill or recycling center in accordance with county and State regulations.
4. Biohazards will be transported to an appropriate medical facility away from the Gathering site.

5. Composted material should be dealt with as specified under Item #16 in "Campsites, Kitchens, Gathering areas listed below.

Structures, Signs, and Flagging

6. All structures and facilities will be totally dismantled. All man-made material will be removed from the site. Native materials will be scattered to achieve a natural appearance.
7. All string, rope, wire, twine, flagging, and signs utilized by the RBF will be removed and disposed of properly. Do not remove any Forest Service property. The Forest Service will work with the RBF to remove flagging and signs along creeks. Stakes along meadows should be collected and burned.
8. All pre-existing improvements damaged by the participants will be repaired or replaced by the RBF. These could include but not limited to Forest Boundary fences, signs, gates or gate posts.

Water Lines and Springs

9. All water lines, PVC pipe, hose, and plastic will be removed.
10. Rehabilitation of the springs will include filling all constructed water collection holes with original material. Material should be placed plant-side up and root-side down to allow for faster recovery. Any ditches will be refilled with original material. Natural material will be scattered at disturbed sites to mimic pre-Gathering conditions.

Campsites, Kitchens, Gathering Areas*

11. All camps and kitchens will be dismantled, returning each site to near pre-Gathering conditions.
12. Areas of bare soil will be treated (with rakes, shovels or picks) to break-up the compacted surface, then natural materials (duff, logs, twigs, needles, limbs) will be scattered over impacted areas to speed revegetation. These areas should look like the surrounding un-impacted areas as much as possible.
13. All man-made materials will be removed from the campsites, kitchens and gathering areas.
14. Kitchen and community fire pits will be cleaned of all garbage and then filled with the native material that was removed from the pit. Rocks will be scattered to appear natural to the surrounding area. In areas where rocks were hauled in from other sites, rocks should be placed back into original holes or general

location as much as possible. This is to prevent piles of rocks where there were no rocks pre-Gathering.

15. All latrines will be covered with native material originally removed from the pit and mounded with excess material to allow for settling. All fecal material will be completely covered with ash or lime before covering with soil.
16. Compost pits will only include natural decomposable material. Compost pits and gray water pits will be covered with dirt and mounded with excess material to allow for settling.

*** This excludes the area west of Sucker Creek known as the Choate Town Site.**

Animals

17. All abandoned dogs, cats, and other domestic animals will be removed by the RBF.

Vehicles

18. All abandoned vehicles will be moved to county specified facilities at the expense of the RBF. RBF will contact the county prior to moving any abandoned vehicles.

Parking Areas and Roads*

19. All trash will be removed from parking areas and disposed of by transporting it to nearest landfill.
20. Camping areas (i.e. Bus Village) will be rehabilitated similar to other campsites (see Campsites, Kitchens and Gathering Areas).
21. Any new roads or tracks caused by vehicles will be closed by methods designated by the Forest Service.
22. Any concentrations of leaked automotive fluids should be removed from the site as designated by the Forest Service and in accordance with State and county regulations.
23. Areas of bare soil will be raked and natural material scattered as much as possible to speed revegetation.
24. Road repairs will be implemented as designated by the Forest Service.
25. The main entrance road will be rehabilitated to as close as pre-Gathering conditions as possible. This will include; reducing compaction and seeding areas where road was widened beyond a two-track road. The Forest Service will

implement this road rehabilitation in October to allow for effectiveness of seeding.

*** This excludes the area west of Sucker Creek known as the Choate Town Site and the area along FR 6950.**

Trails*

26. Trails that were created or enlarged by gathering participants will be obliterated and restored. The intent is to restore trails to pre-Gathering widths. This will include treatment (with rakes, shovels, or picks) to break-up compacted soils, seeding and scattering natural materials (duff, sod, needles, and limbs/logs where appropriate) on widened trails. Only native, weed-free seed will be used. The seed mix will be designated by the Forest Service and seeding will be implemented in the fall (October 1, 2002).
27. To minimize erosion, all trail segments and disturbed areas on slopes over 30% grade will have erosion control structures in place prior to August 5, 2002. Erosion control design will be specified by the Forest Service.

*** This excludes the area west of Sucker Creek known as the Choate Town Site and the area along FR 6950.**

Stream Crossings

- 28. Stream crossings will be the last areas rehabilitated prior to leaving the site, except for the area west along Sucker Creek (see below #30). This will ensure that no further damage will occur to the creek and riparian areas.**
29. All stream crossings and stream banks will be returned to pre-gathering condition.
30. Any bridges or wooden structures constructed by RBF to cross the Sucker Creek will be taken apart by RBF by sundown on July 6, 2002. The area along the west bank of Sucker Creek is to be rehabilitated by RBF by sundown of July 6 before the bridge is disassembled according to the provisions in #32 listed below. If the bridge is not dismantled by July 7, 2002, the Forest Service will remove the structure(s). The Forest Service will rehabilitate the trail leading from the bridge to the field.
31. Twine, string or rope used to tie the wood poles together will be removed and disposed of properly.
32. Areas of bare soil on or near streambanks (i.e Sucker Creek) will be covered with organic material (duff, native grass seed, weed-free straw, native wood mulch) to speed vegetation recovery and reduce potential sediment inputs to the

stream. Any seed placed in these areas will be weed-free, native seed, approved by the Forest Service and sown in the fall.

Monitoring

1. The ONF will monitor the Gathering site for implementation of the Rehabilitation Plan in the August 2002.
2. The ONF will monitor surface water quality in Sucker Creek through August 2003.
3. The ONF will monitor vegetative and stream recovery via photo points through 2004.
4. The ONF will monitor and document impacts to the historic sites through August 2002.
5. The ONF will monitor the Gathering site for introduction of noxious weeds through 2004.
6. The ONF will produce interim and final monitoring reports.



United States
Department of
Agriculture

Forest
Service

Washington Office

14th & Independence SW
P.O. Box 96090
Washington, DC 20090-6090

File Code: 2300/5300

Date: May 9, 2001

Route To:

Subject: Management of Noncommercial Group Uses

To: Deputy Chiefs, Regional Foresters, WO Staff Directors

In 1995, a revision of regulations at 36 CFR Parts 251 and 261 requiring noncommercial groups of 75 or more persons to have a permit to gather on National Forest System land was implemented following extensive public comment. The new regulation and permits have served their objectives well, and hundreds of groups conducting a variety of activities have applied for and received permits. The application and permit process has allowed the Forest Service to work with groups successfully to help plan for possible impacts and to protect forest resources and improvements, address public health and safety problems, and avoid conflicting land uses. A combined application and permit form (FS-2700-3b) for noncommercial group use (NCGU) was developed and posted on the internet to facilitate implementation of the regulation. An interpretive rule has also been implemented to make explicit the agency's pre-existing understanding regarding permit administration objectives.

The rule has repeatedly been challenged in federal court by the Rainbow Family of Living Light under the First Amendment. To date the courts have upheld the rule.

Enclosed is updated information and direction on implementation and administration of the rule, and the incident management team for large gatherings that was set up to reduce the burden on units who host large group uses. These measures have proven to be very effective in managing these uses in the past and are needed to continue to do so in the future.

Please ensure this letter is forwarded to all affected employees. This strategy was reviewed and accepted by the National Leadership Team in 1997 and by representatives of the Management Committee in January 2001.

If you have any questions or need further information, please contact Ken Karkula, Washington Office NCGU program manager, (202-205-1426) or any other member of the NCGU Oversight Committee.

/s/ Dale N. Bosworth

DALE N. BOSWORTH
Chief

Enclosures: Direction Package dated 4/23/01 with Attachments A-D

cc: Ellen Horstein, OGC-NRD
Benjamin Cooper, Department of Justice Civil Division Branch
Oversight Committee



Caring for the Land and Serving People

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Deputy Chiefs, Regional Foresters, and WO Staff Directors

2

FS:NFS:RHWR:KenKarkula:sbs:05-04-2001

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**NONCOMMERCIAL GROUP USES
NATIONAL MANAGEMENT DIRECTION
April 23, 2001**

Background

In 1995, a revision of regulations at 36 CFR Parts 251 and 261 requiring noncommercial groups of 75 or more persons to have a permit to gather on National Forest System lands (NFS) was implemented following extensive public comment. The new regulation and permits have served their objectives well, and hundreds of groups conducting a variety of activities have applied for and received permits. These include family, club, religious, public agency, tribal, wedding, organizational, and other groups. The application and permit process has allowed the Forest Service (FS) to work with groups successfully to help plan for possible impacts and to protect forest resources and improvements, address public health and safety problems, and avoid conflicting land uses. A combined application and permit form (FS-2700-3b) for noncommercial group use (NCGU) was developed and posted on the Internet to facilitate implementation of the regulation. An interpretive rule has also been implemented to make explicit the agency's preexisting understanding regarding permit administration objectives (see Attachment A).

Oversight Committee

In 1997, the National Leadership Team established the Noncommercial Group Use Oversight Committee. This Committee was delegated authority to coordinate national implementation of the regulation and management of NCGU's. Attachment B contains a list of the current members of the Oversight Committee. Please contact them for information regarding this program or ongoing activities.

National Incident Management Team

In 1997, the National Leadership Team concurred with the recommendation of the Oversight Committee and established a national cadre to manage large group events (over approximately 10,000 people), currently known as the National Incident Management Team (NIMT). The NIMT provides a consistent, integrated, and professional national approach using targeted team composition and skills specific to group uses. Members of the NIMT serve for two to three years and manage assigned incidents under delegated authority from the affected line officer. Washington Office funding is provided to help defray the cost of these events. The NIMT has been highly successful in managing the last three national gatherings of the Rainbow Family of Living Light (RFL). For 2001 and 2002, the Incident Commander for the NIMT will be [REDACTED] LEI-R8 (see Attachment C). In addition, the Deputy Chief for the National Forest System approved the hiring of a national NCGU coordinator to fulfill a number of project missions for all affected staffs regarding this program. NIMT Incident Commander [REDACTED] is currently on detail into this position.

Management Strategy

The NIMT and NCGU Oversight Committees have worked closely to develop and refine an agency management strategy for large group events that:

- addresses health and safety risks to the public, area residents, agency employees, and event participants;
- ensures maximum participation of and coordination with affected federal, state, and local agencies and elected officials;
- minimizes the impacts of the events on natural and community resources and ensures restoration of impacted lands and resources;
- provides for full enforcement of all applicable laws and regulations throughout event areas in a manner that is fair, consistent and constitutional;
- ensures 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;
- provides information to all interested agencies and the public, responds to concerns of elected officials and the community, and manages media relations in coordination with all cooperating organizations;
- meets First Amendment requirements of free speech, assembly, and religion;
- controls the public costs of managing the events; and
- Anticipates and minimizes impacts of conflicting land uses.

Administration of the Regulation

When the revised regulations were implemented, a series of materials, including a videotape and questions and answers, were issued to provide guidance to the field. These materials are largely still applicable, and the Oversight Committee will be updating these materials and posting them on the Website. Enforcement of the regulations has resulted in many federal court cases. The courts have consistently upheld the constitutionality of the NCGU regulations, including decisions in four federal courts of appeals and nine federal district courts. Attachment D contains a summary of the court cases. Nearly all of these cases have arisen from regional or national gatherings of the RFL. The RFL has raised a number of issues to the courts regarding the nature of its organization, gatherings, and beliefs. The courts have repeatedly found that RFL gatherings are group uses under the regulations, and that the group is required to comply with the regulations' permitting requirements.

Despite a nationally consistent approach to management of all NCGU's including RFL gatherings, concerted efforts to inform non-complying group users of the permit requirements, and a clear mandate from federal courts upholding the regulations, unpermitted events are continuing. This noncompliance is largely confined to the RFL - its national gathering has exceeded 15,000 people and thousands of vehicles for over four years with costs to the Forest Service exceeding \$750,000 annually. Although NCGU permits have been issued for one national and a few regional and local RFL gatherings, all other RFL gatherings have been unpermitted. Besides violating criminal law, unauthorized gatherings undermine the agency's management goals. The FS must now take more assertive action to bring these events into

compliance.

Revisions to NCGU Management Strategy

To address these concerns, I am directing that the following enforcement actions be taken for future NCGU's that are not in compliance with permit requirements:

- (1) When an NCGU that may exceed 74 persons is learned of or located, notify participants and spectators of the regulations and provide them with an application and agency contact information. Identify notified persons and document contacts. Notify the group that the application for a permit must be received by the agency at least 72 hours before the event (or 72 hours before 75 persons are on site).
- (2) As the group size approaches 75, inform as many on-site and incoming participants and spectators as possible of the permit requirements and 75-person limit, the impending noncompliance, and the fact that by entering an unauthorized NCGU, all participants and spectators are subject to prosecution if they do not leave. Continue providing application materials.
- (3) When the possibility of an unauthorized NCGU is known, immediately notify the appropriate line officer and Special Agent in Charge.
- (4) If a permit is issued, use only the FS-2700-3b form. Issue the permit to the group, with the group listed as the holder, not to an individual.

Any noncommercial gathering of 75 or more persons without an NCGU permit is in violation of the regulations. The final decision to undertake the following actions will be made by the Incident Commander (or if none, area line officer and LEI officer in charge jointly). Employee and public safety and the availability of adequate resources will be key considerations. Before these actions are taken, consultation must occur with individuals listed in item 3 above and prior approval must be obtained from the Office of the General Counsel and local U.S. Attorney's Office.

- (1) Advise any participants and spectators that the event is unauthorized, and that the site must be vacated or the group reduced to under 75 persons immediately.
- (2) If practicable, post notices of the noncompliance and applicable penalties in conspicuous places and access points. Control further entry into the event area, and allow access only to participants who need to retrieve equipment or clean up the area. Issue citations to all participants on site. Notify all persons present of a date and time by which the site must be vacated or the number in the group reduced to 74 persons. Ensure that the site is cleaned up and that resource damage is rectified by participants.
- (3) If the group still exceeds 74 persons at the close of the designated period, evict all remaining persons to terminate the unauthorized occupancy. If eviction is not feasible, continue to control access to the event and to patrol throughout the event area to inform

participants of the unlawful event and request that they leave.

Lastly, regardless of whether an NCGU is permitted or unpermitted, the FS will fulfill its responsibility for resource protection and compliance with the law. Applications and permits must be processed in full compliance with the regulations, and permits and operating plans must specifically cover anticipated event activities so that the purposes of the regulations are met. Participants and spectators at both permitted and unpermitted NCGU events will be expected to comply with the law, and enforcement action will be taken for violations.

ATTACHMENT A – INTERPRETIVE RULE
(excerpted as to relevant content)

Federal Register: September 9, 1999 (Volume 64, Number 174)]
[Rules and Regulations]
[Page 48959-48960]

DEPARTMENT OF AGRICULTURE
Forest Service
36 CFR Part 251
Land Uses; Noncommercial Group Use Permit Approval
AGENCY: Forest Service, USDA.
ACTION: Interpretive rule.

SUMMARY: The Department is adopting this interpretive rule to make explicit the intended interpretation and application of the term "public interest" in 36 CFR Sec. 251.56 as it relates to noncommercial group uses of National Forest System lands.

EFFECTIVE DATE: This interpretive rule is effective September 9, 1999.

SUPPLEMENTARY INFORMATION:

In August 1995, the Secretary of Agriculture adopted a final rule at 36 CFR part 251, subpart B, governing issuance and administration of permits for groups of 75 or more people who wish to use National Forest System lands for noncommercial activities (60 FR 45258; August 30, 1995). The intent in promulgating the rule was to ensure that authorization procedures for these activities comply with First Amendment requirements of freedom of speech, assembly, and religion, while simultaneously providing a reasonable administrative system for allocating space among scheduled and existing uses of National Forests and Grasslands, for addressing concerns for public health and safety, and for controlling or preventing adverse impacts on forest resources.

The regulation as written is constitutional. It is a content-neutral, narrowly tailored time, place, and manner restriction. In particular, the rule sufficiently limits the discretion of authorized officers to place terms and conditions in noncommercial group use permits. The imposition of term and conditions in noncommercial group use permits is limited to those designed to further the three public interests identified by the Forest Service in promulgating the noncommercial group use rule, i.e., the need to address concerns of public health and safety, to minimize damage to National Forest System resources, and to allocate space among actual or potential uses and activities.

Despite the clarity of the existing regulation, some confusion has persisted with respect to the amount of discretion allowed an authorized officer by 36 CFR 251.56(a)(1)(ii)(G) with regard to placing terms and conditions on noncommercial group uses. Under paragraph (a)(1)(ii) of Sec. 251.56, the authorized officer may place into a special use authorization such terms and conditions as the officer deems necessary for seven purposes. Paragraph (a)(1)(ii)(G) authorizes terms and conditions deemed necessary by the authorized officer that "otherwise protect the public interest." Out of an abundance of caution, the Department is issuing this interpretive rule to make explicit preexisting law and the agency's intent regarding Sec. 251.56(a)(1)(ii)(G) as applied to noncommercial group uses. Therefore, in the context of noncommercial group uses, the reference to "public interest" in Sec. 251.56(a)(1)(ii)(G) will be interpreted and applied as allowing only those terms and conditions furthering the three public interests served by the noncommercial group use rule.

This rule qualifies as an interpretive rule under the Administrative Procedure Act because it is a rule or statement issued by an agency to advise the public of the agency's preexisting construction of one of the rules it administers, i.e., 36 CFR 251.56(a)(1)(ii)(G) in the context of noncommercial group uses. See, e.g., *Shalala, Secretary of Health and Human Services v. Guernsey Memorial Hosp.*, 514 U.S. 87, 99 (1995). Under 5 U.S.C. 553(b)(A), this interpretive rule is exempt from the notice and comment requirements in the Administrative Procedure Act. Under 5 U.S.C. 553(d)(2), this interpretive rule is effective immediately upon publication in the Federal Register.

(portions excerpted for brevity)

Therefore, for the reasons set forth in the preamble, part 251, of Title 36 of the Code of Federal Regulations is amended as follows:

PART 251—LAND USES

Subpart B--Special Uses

1. The authority citation for subpart B continues to read as follows:

Authority: 16 U.S.C. 472, 497b, 551, 1134, 3210; 30 U.S.C. 185; 43 U.S.C. 1740, 1761-1771.

2. In Sec. 251.56, add a note following paragraph (a)(1)(ii)(G) to read as follows:

Sec. 251.56 Terms and conditions

(a) * * *

(1) * * *

(ii) * * *

(G) * * *

Note to paragraph (a)(1)(ii)(G): The Department is making explicit its preexisting understanding of Sec. 251.56(a)(1)(ii)(G) of this subpart in the context of authorizing noncommercial group uses of National Forest System lands. Section 251.56(a)(1)(ii)(G) provides that each special use authorization shall contain such terms and conditions as the authorized officer deems necessary to otherwise protect the public interest. In the context of noncommercial group uses, the Forest Service interprets the term "public interest" found in Sec. 251.56(a)(1)(ii)(G) to refer to the three public interests identified by the Forest Service on August 30, 1995. These public interests include the protection of resources and improvements on National Forest System lands, the allocation of space among potential or existing uses and activities, and public health and safety concerns. Under this construction, Sec. 251.56(a)(1)(ii)(G) allows the Forest Service to impose terms and conditions that are not specifically addressed in Sec. 251.56(a)(1)(ii)(A)-(F) but only those that further these public interests. The Forest Service shall implement and enforce Sec. 251.56(a)(1)(ii)(G) in accordance with this interpretation.

Dated: September 2, 1999

Dennis E. Bschor, Acting Deputy Under Secretary, Natural Resources and the Environment.
[FR Doc. 99-23339 Filed 9-8-99; 8:45 am]

ATTACHMENT B
NATIONAL NONCOMMERCIAL GROUP USE OVERSIGHT COMMITTEE
April 15, 2001

[REDACTED]
(Current NIMT Incident Commander and
national NCGU coordinator)
Special Agent, LEI, WO
USDA Forest Service
1577 Brevard Road
Asheville, NC 28806
Office: (828) 667-[REDACTED]
Fax: (828) 670-[REDACTED]

Ken Karkula
Recreation, Heritage, and Wilderness
Resources
USDA Forest Service, Washington Office
PO Box 96090
Washington, D.C. 20090-6090
Office: (202) 205-1426
Fax: (202) 205-1145

[REDACTED]
Assistant Director, Enforcement and Liaison,
Law Enforcement and Investigations
USDA Forest Service, Washington Office
1621 N. Kent St., Room 1015
Arlington, VA 22209
Office: (703) 605-[REDACTED]
Fax: (703) 605-[REDACTED]

John Twiss
Forest Supervisor
Black Hills National Forest, R2
Route 2, Box 200
Custer, SD 57730
Office: (703) 673-9200
Fax: (703) 673-9350

Ellen Hornstein
Attorney,
USDA-FS Office of the General Counsel
Natural Resources Division
Stop 1412
1400 Independence Avenue, S.W.
Washington, D.C. 20250-1412
Office: (202) 720-9616
Fax: (202) 690-2730

[REDACTED]
(former NIMT Incident Commander)
Assistant Special Agent in Charge
Law Enforcement and Investigations, R1
USDA Forest Service Regional Office
PO Box 7669
Missoula, MT 59801
Office: (406) 329-[REDACTED]

Anne Archie
Forest Supervisor
Chequamegon-Nicolet National Forest
1170 Fourth Avenue South
Park Falls, IL 54553
(715) 762-5177

ATTACHMENT C
NATIONAL INCIDENT MANAGEMENT TEAM
As of July 10, 2002

██████████
Incident Commander
Law Enforcement and Investigations, WO
Asheville, NC
Office: (828) 667-██████████

Cheri Ford
Planning Section Chief
Planner
Ottawa NF
Ironwood, Michigan
Office: (906) 932-1330

Becky Banker
Information Officer
Shawnee National Forest
Harrisburg, IL
Public Affairs R9
Office: (618) 253-7114

Pete Mourtsen
Safety Officer
Realty Specialist, R3
Flagstaff, AZ
Office: (520) 527-3414

██████████
Law Enforcement Operations Section Chief
Acting Patrol Captain
Law Enforcement and Investigations, R9
Van Buren, MO
Office: (573) 323-██████████

Diane Taylor
Administrative Officer
Support Services Supervisor, R8
Mountain Rest, SC
Office: (864) 638-9568

Royce Shearing
Communications Section Chief
BLM, Region 4
National Interagency Fire Center
Boise, ID
Office: (208) 387-5718

STATUS OF NONCOMMERCIAL GROUP USE CASES
JANUARY 24, 2002

A. Trial Court Actions

1. United States v. Johnson, Criminal Action No. F1469799, United States v. LeTemp, Criminal Action No. F1789813, United States v. Pike, Criminal Action No. F1790048, and United States v. Gallagher, Criminal Action No. F1469792 (W.D.N.C. Oct. 31, 1996) — criminal case before a magistrate judge involving citations issued to defendants for failure to obtain a noncommercial group use permit for a Rainbow Family gathering involving 75 or more in the National Forests of North Carolina. Defendants challenged the constitutionality of the noncommercial group use regulation (the regulation). The magistrate judge issued a ruling from the bench (without issuing an opinion) upholding the constitutionality of the regulation. Defendants appealed to the district court judge and the court of appeals and lost (see Section B below).

2. United States v. MacCrimmon, Criminal Action No. 96-30 ME, and United States v. Baxter, Criminal Action No. 96-29 ME (W.D. Pa. Oct. 23, 1997) — criminal case before a magistrate judge involving citations issued to defendants for failure to obtain a noncommercial group use permit for a Rainbow Family gathering involving 75 or more in the Allegheny National Forest. Defendants challenged the constitutionality of the regulation. The magistrate judge issued a ruling from the bench (without issuing an opinion) upholding the constitutionality of the regulation. No appeal was filed by the defendants.

3. Black v. Arthur, 18 F. Supp. 2d 1127 (D. Or, 1998) — plaintiffs challenged the constitutionality of the noncommercial group use rule and alleged violations of tort law in connection with issuance of citations for failure to obtain a noncommercial group use permit for an annual Rainbow Family gathering in the Ochoco National Forest. In a published opinion issued August 25, 1998, the district court rejected plaintiffs' argument that the regulation is an unconstitutional time, place, and manner restriction, and granted the government's motion to dismiss all counts of plaintiffs' complaint. Plaintiffs lost their appeal to the Ninth Circuit (see Section B below).

4. United States v. McFadden and United States v. Nenninger, 71 F. Supp. 2d 962 (W.D. Mo, 1999) — defendants were charged with violating 36 C.F.R. § 261.10(k) by using and occupying National Forest System lands without a special use authorization as part of a Rainbow Family gathering of 75 or more in the Mark Twain National Forest. Both defendants challenged the constitutionality of the regulation and filed motions to dismiss the criminal actions against them. In both cases, the magistrate judge denied the motions to dismiss. In its unpublished opinions denying the motions to dismiss, the magistrate judge cited both Black v. Arthur, and United States v. Johnson in finding that the regulation is a valid time, place, and manner restriction that does not violate the First Amendment right of assembly. Defendant Nenninger filed a supplemental motion to dismiss raising arguments from the Linick case. On August 4, 1999, the magistrate judge issued a decision upholding the constitutionality of the

been published. Masel was tried and convicted and ordered to pay a \$100 fine. Masel filed a notice of appeal to the district court judge. On March 16, 2000, the district court ruled in favor of the federal government and upheld the constitutionality of the noncommercial group use rule. On March 27, 2000, Masel filed a notice of appeal to the Seventh Circuit. On May 17, 2000, the Seventh Circuit dismissed the appeal.

9. United States v. Kalb, 86 F. Supp. 2d 509 (W.D. Pa. 2000) — criminal case before a district court judge involving citations issued to the defendants on July 2 and July 5, 1999, for failure to obtain a noncommercial group use permit for a Rainbow Family gathering involving 75 or more in the Allegheny National Forest. The trial was conducted 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 noncommercial group use rule. Defendants have appealed the case to the Third Circuit.

10. United States v. Jenkins, No. MCR 00-5035-GF-RFC, United States v. DeMars, No. MCR 00-5036-GF-RFC, United States v. Adams, No. MCR 00-5037-GF-RFC (D. Mont.) — criminal cases before a magistrate judge and district court judge involving citations issued to the defendants on July 2, 3, and 5, 2000, for failure to obtain a noncommercial group use permit for a Rainbow Family gathering involving 75 or more in the Beaverhead-Deerlodge National Forest. One defendant filed a motion to dismiss challenging the constitutionality of the regulation. The motion to dismiss was denied on all counts on January 16, 2001. Defendants were convicted and sentenced on February 6, 2001.

11. Adams v. United States, No. 4:01-cv-295 (D. Idaho) — civil action involving denial of an application for a noncommercial group use permit for the 2001 annual Rainbow Family gathering. Plaintiff's motion for a temporary restraining order was denied on June 29, 2001.

12. United States v. Martin, No. F2738813, et al. (M.D. Fla. July 18, 2001) — criminal actions involving failure to obtain a permit for the 2001 regional Rainbow Family gathering in the Ocala National Forest. The decisions are unreported.

13. United States v. Martin, No. _____, et al. (D. Idaho) — criminal cases involving failure to obtain a permit for the 2001 national Rainbow Family gathering in the Boise National Forest. AUSA: Lynne Lamprecht, 208-334-1211.

B. Appellate Court Actions

1. United States v. Johnson, 988 F. Supp. 920 (W.D.N.C. 1997) — defendants appealed the magistrate judge's decision that was favorable to the Government in Section A, item 1, above. The two issues on appeal were the constitutionality of the regulation, which was upheld by the magistrate judge below, and whether the corresponding prohibition of engaging in an activity without a permit when a permit is required includes a mental element. In a published



United States
Department of
Agriculture

Forest Service
Ottawa National
Forest

E6248 US-2
Ironwood, Michigan 49938
(906)932-1330
(906)932-0122 FAX
(906)932-0301 TTY

File Code: 2300

Date: May 20, 2002


Eugene, Oregon 97405

b6
b7c

Dear Mr. Sedlacko:

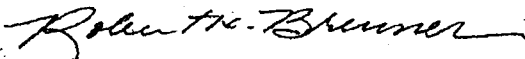
Your application to gather on the Ottawa National Forest for an Alternate Rainbow-Styled Gathering this summer was denied on April 19, 2002, because your proposed activity implicated two of the environmentally sensitive resources or lands identified in Forest Service Handbook 1909.15, section 30.3, paragraph 2(d) and (g) (see enclosure). This letter is to offer you an alternative site as required by regulation. This letter is being posted on the AGR web site so that other scouts may also consider this alternative site while looking for a location for the 2002 annual Rainbow Family Gathering.

The alternate site we are proposing is in the vicinity of Interior Creek on the Ottawa National Forest, T.46 N, R.38 W., south of Forest Road 5250, west of Forest Road 4700, east of Beaver Pond Lake and north of Deadman Lake. As opposed to your previous site request, this site is not within a Congressionally designated area such as wilderness, wilderness study area or national recreation area nor a Native American religious or cultural site, archeological site or historic properties or areas.

I would also like to address the issue of the contact person for the noncommercial group use permit application and the annual gathering. To allow for effective administration of the permit, it is critical that the person who applies for the permit be on site and be a point of contact before, during, and after the annual gathering for the line officers involved and the National Incident Management Team. If you cannot commit to communication with all parties involved in the management of the event or if you cannot be on site during a majority of the event, we would ask that you consider having someone else take the lead in applying for the permit for this alternative site. Your assistance and cooperation in this matter are greatly appreciated.

If you have any questions, please contact me at the office of the Forest Supervisor for the Ottawa National Forest at (906) 932-1330.

Sincerely,



for
THOMAS A. FORD
Assistant Forest Supervisor



**FSH 1909.15 - ENVIRONMENTAL POLICY AND PROCEDURES HANDBOOK
WO AMENDMENT 1909.15-92-1
EFFECTIVE 9/21/92**

CHAPTER 30 - CATEGORICAL EXCLUSION FROM DOCUMENTATION

For reference, USDA regulations for NEPA are set out in boldface type.

30.3 - Policy.

1. A proposed action may be categorically excluded from documentation in an environmental impact statement (EIS) or environmental assessment (EA) only if the proposed action:

a. Is within one of the categories in the Department of Agriculture (USDA) NEPA policies and procedures in 7 CFR Part 1b.

b. Is within a category listed in sec. 31.1b or 31.2; and there are no extraordinary circumstances related to the proposed action.

2. Extraordinary circumstances include, but are not limited to, the presence of the following:

a. Steep slopes or highly erosive soils.

b. Threatened and endangered species or their critical habitat.

c. Flood plains, wetlands, or municipal watersheds.

d. Congressionally designated areas, such as wilderness, wilderness study areas, or National Recreation Areas.

e. Inventoried roadless areas.

f. Research Natural Areas.

g. Native American religious or cultural sites, archaeological sites, or historic properties or areas.



United States
Department of
Agriculture

Forest
Service

Ottawa National Forest
Watersmeet Ranger District

Old US 45, P.O. Box 276
Watersmeet, Michigan 49969
(906)358-4551
(906)358-4829 FAX
(906)358-4551 TTY

File Code: 2300

Date: July 3, 2002

Mr. [REDACTED]
[REDACTED]
Hollywood, FL 33020

Dear Mr. [REDACTED]

This is to acknowledge receipt of your application for a noncommercial group use permit. You have applied for a permit for group 931 for a spiritual pilgrimage, tribal gathering and free assembly. This permit was received at the Watersmeet Ranger District Office at approximately 9:30 a.m. on July 3, 2002.

First, I would like to express my appreciation for your efforts in completing this application, and commend your good faith in attempting to meet the requirements of the noncommercial group use regulations.

However, I am denying a permit for this Alternate Rainbow-Styled Gathering Event. The noncommercial group use rule requires that a permit application satisfy eight evaluation criteria. One of these criteria is that the authorized officer must make a determination that:

The proposed activity does not materially impact the characteristics or functions of the environmentally sensitive resources or lands identified in Forest Service Handbook 1909.15, chapter 30.

Your proposed activity implicates three of the environmentally sensitive resources or lands identified in Forest Service Handbook 1909.15, chapter 30, Sec. 30.3, NO. 2, (c), (d) and (g):

- (c) Floodplains, wetlands, or municipal watersheds. The proposed noncommercial group use permit proposed area includes wetlands.
- (d) Congressionally designated areas, such as wilderness, wilderness study areas, or national recreation areas. The proposed noncommercial group use permit proposed area overlaps with the South Branch of the Ontonagon River corridor, which is a Congressionally designated Wild and Scenic River.
- (g) Native American religious or cultural sites, archeological sites, or historic properties or areas. The site proposed contains several historic properties related to the historic Choate town site.



In addition with respect to public health and welfare, the proposed activity violates State and local public health laws and regulations as applied to the proposed site identified in Forest Service Handbook 2709.11, chapter 10, Section 17.42, NO. 5, (a), (b), (d), and (e):

- (a) Sufficiency of sanitation facilities
- (b) The sufficiency of waster disposal facilities
- (d) The risk of disease from the physical characteristics of the proposed site or natural conditions associated with the proposed site; and
- (e) The risk of contamination of the water supply.

Furthermore, I have concerns over public safety. The proposed site would not meet FSH 2709.11, Chapter 10, section 17.42, NO. 6, (d).

The proposed activity will not pose a substantial danger to public safety. Consideration of public safety must not include concerns about possible reaction to the users' identity or beliefs from nonmembers of the group applying for a permit and shall be limited to:

- (d) The adequacy of ingress and egress in case of an emergency.

I believe my determination is consistent with the provisions of 36 CFR part 251, Subpart B- special uses.

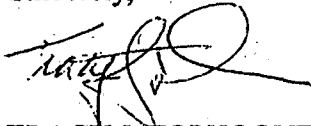
We have identified another site on National Forest System lands that may meet your needs without compromising the resources of the Ottawa National Forest. Attached is the map of the location, known as the Whitetails Wildlife Openings, in T46N, R38W, Section 20 east of and including FR 5257, Section 28 North of FR 5250 (excluding those portion within ¼ mile of the Middle Brach of the Ontonagon River) and Section 21. I would be willing to consider a noncommercial large group use permit for this area.

I am concerned about having only one name from your group listed on the permit application as the contact person. To ensure that we have compliance with the permit requirements, it is imperative that we communicate with your group prior to, during and after the proposed event. Therefore, we would recommend that you designate a primary and an alternate contact person with the authority to act for your group.

The receipt of the permit application less than 72 hours in advance of the activity and the sensitive nature of the site selected for the Rainbow Family 2002 national gathering emphasize the need for the Rainbow Family to come to the table early in the permit process to allow scientists and resource managers sufficient time to determine the suitability of the site selected. I urge the Rainbow Family to engage with the Forest Service well in advance of any future gatherings.

If you have any questions, please contact me at the Watersmeet Ranger District at (906) 358-4551.

Sincerely,



TRACY J. TOPHOOVEN
District Ranger

Cc: Carolyn Williams: RO

Enclosure



United States
Department of
Agriculture

Forest
Service

Ottawa National Forest
Watersmeet Ranger District

Old US 45, P.O. Box 276
Watersmeet, Michigan 49969
(906)358-4551
(906)358-4829 FAX
(906)358-4551 TTY

File Code: 2300

Date: July 3, 2002

Mr. [REDACTED]
[REDACTED]
Sante Fe, NM 87505

Dear Mr. [REDACTED]

This is to acknowledge receipt of your application for a noncommercial group use permit. You have applied for a permit for the Rainbow Meditation for Peace day use event. This permit was received at the Supervisors Office at approximately 10:10 a.m. on July 3, 2002.

First, I would like to express my appreciation for your efforts in completing this application, and commend your good faith in attempting to meet the requirements of the noncommercial group use regulations.

However, I am denying a permit for this Alternate Rainbow-Styled Gathering Event. The noncommercial group use rule requires that a permit application satisfy eight evaluation criteria. One of these criteria is that the authorized officer must make a determination that:

The proposed activity does not materially impact the characteristics or functions of the environmentally sensitive resources or lands identified in Forest Service Handbook 1909.15, chapter 30.

Your proposed activity implicates three of the environmentally sensitive resources or lands identified in Forest Service Handbook 1909.15, chapter 30, Sec. 30.3, paragraphs 2 (c), (d) and (g):

- (c) Floodplains, wetlands, or municipal watersheds. The proposed noncommercial group use permit proposed area includes wetlands.
- (d) Congressionally designated areas, such as wilderness, wilderness study areas, or national recreation areas. The proposed noncommercial group use permit proposed area overlaps with the South Branch of the Ontonagon River corridor, which is a Congressionally designated Wild and Scenic River.
- (g) Native American religious or cultural sites, archeological sites, or historic properties or areas. The site proposed contains several historic properties related to the historic Choate town site.



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- (d) The adequacy of ingress and egress in case of an emergency.

I believe my determination is consistent with the provisions of 36 CFR part 251, Subpart B- special uses.

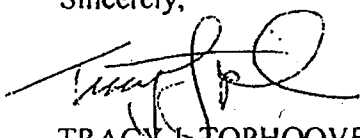
We have identified another site on National Forest System lands that may meet your needs without compromising the resources of the Ottawa National Forest. Attached is the map of the location, known as the Whitetails Wildlife Openings, in T46N, R38W, Section 20 east of and including FR 5257, Section 28 North of FR 5250 (excluding those portion within ¼ mile of the Middle Brach of the Ontonagon River) and Section 21. I would be willing to consider a noncommercial large group use permit for this area.

I am concerned about having only one name from your group listed on the permit application as the contact person. To ensure that we have compliance with the permit requirements, it is imperative that we communicate with your group prior to, during and after the proposed event. Therefore, we would recommend that you designate a primary and an alternate contact person with the authority to act for your group.

The receipt of the permit application less than 72 hours in advance of the activity and the sensitive nature of the site selected for the Rainbow Family 2002 national gathering emphasize the need for the Rainbow Family to come to the table early in the permit process to allow scientists and resource managers sufficient time to determine the suitability of the site selected. I urge the Rainbow Family to engage with the Forest Service well in advance of any future gatherings.

) If you have any questions, please contact me at the Watersmeet Ranger District at (906) 358-4551.

Sincerely,



TRACY J. TOPHOOVEN
District Ranger

Cc: Carolyn Williams: RO

Enclosure

COMMUNICATIONS PLANS

RAINBOW 2002

Communications Plan
Rainbow 2002

MSP XTS 3000 Handheld

July 8, 2002

CHAN #	FUNCTION	RX/T	TX/T	ASSIGNMENT
25	COMMAND			Station 80 - MSP Dispatch Negaunee
27	COMMAND			Incident Operations Area - ICP

XTS 3000 TRUNKING RADIO

OPERATION NOTES:

- DO NOT!!! Press Orange Emergency Button on top:
- Top toggle switch in "A" position only.
- No encryption enabled
- If radio goes off channel and you can't find the H Event talk group: Turn radio off then turn the channel selector to Channel One turn radio back on. Turn channel selector to channel H Event 27.

Communications Plan
Rainbow 2002

Mobile Analog

July 8, 2002

CHAN #	FUNCTION	ASSIGNMENT
1*		
2	TAC ANA	LE - On Scene Operations ANALOG
3*		
4	CMD - W A	Areawide - West Side
5*		
6	CMD - E A	Areawide - East Side
7	TAC	Gogebic Co Direct - On Scene Ops
8	COMMAND	Gogebic Co - West Rpt
9	COMMAND	Gogebic Co - East Rpt
10	TAC	Iron Co Direct - On Scene Ops
11	COMMAND	Iron Co - West Rpt
12	TAC	Ontonagon Co Direct - On Scene Ops
13	COMMAND	Ontonagon Co- East Rpt (Greenland)
14	COMMAND	Ontonagon Co- West Rpt (Bergland)
15	Direct	OTT - Watersmeet Direct Office
16	Repeat	OTT - Watersmeet District Wide

* - Digital Only Channels

**Communications Plan
Rainbow 2002 - Temp**

Racal Digital

July 8, 2002

CHAN #	FUNCTION	ASSIGNMENT
1*	TAC DIG	LE - On Scene Operations DIGITAL
2	TAC ANA	LE - On Scene Operations ANALOG
3*	CMD - W D	Station 80 - West Side
4	CMD - W A	Areawide - West Side
5*	CMD - E D	Station 80 - East Side
6	CMD - E A	Areawide - East Side
7	TAC	Gogebic Co Direct - On Scene Ops
8	COMMAND	Gogebic Co - West Rpt
9	COMMAND	Gogebic Co - East Rpt
10	TAC	Iron Co Direct - On Scene Ops
11	COMMAND	Iron Co - West Rpt
12	TAC	Ontonagon Co Direct - On Scene Ops
13	COMMAND	Ontonagon Co- East Rpt (Greenland)
14	COMMAND	Ontonagon Co- West Rpt (Bergland)
15	Direct	OTT - Watersmeet Direct Office
16	Repeat	OTT - Watersmeet District Wide

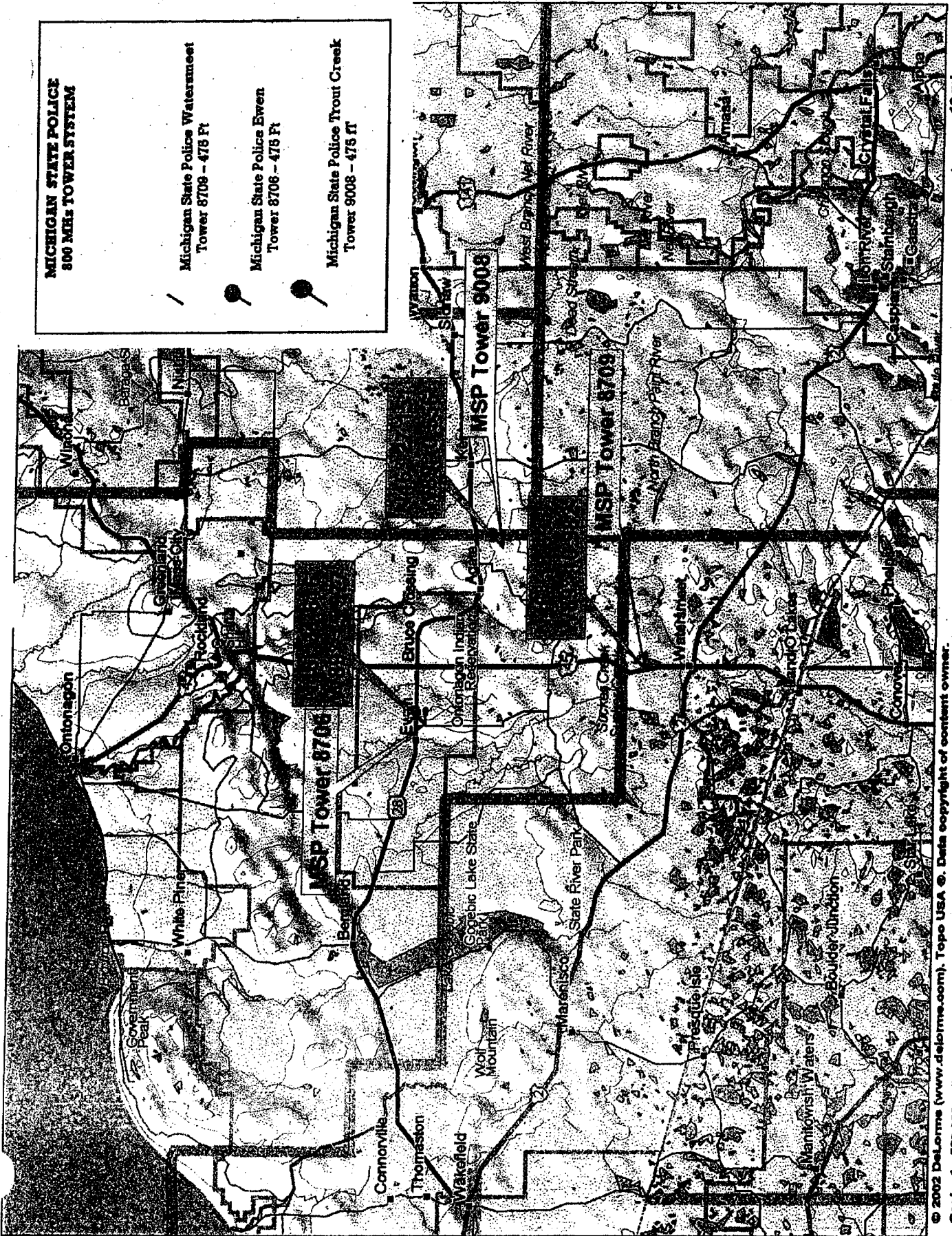
* - Digital Channels Only

**MICHIGAN STATE POLICE
800 MHz TOWER SYSTEM**

Michigan State Police Watermeet
Tower 8709 - 478 Ft

Michigan State Police Ewen
Tower 8706 - 475 Ft

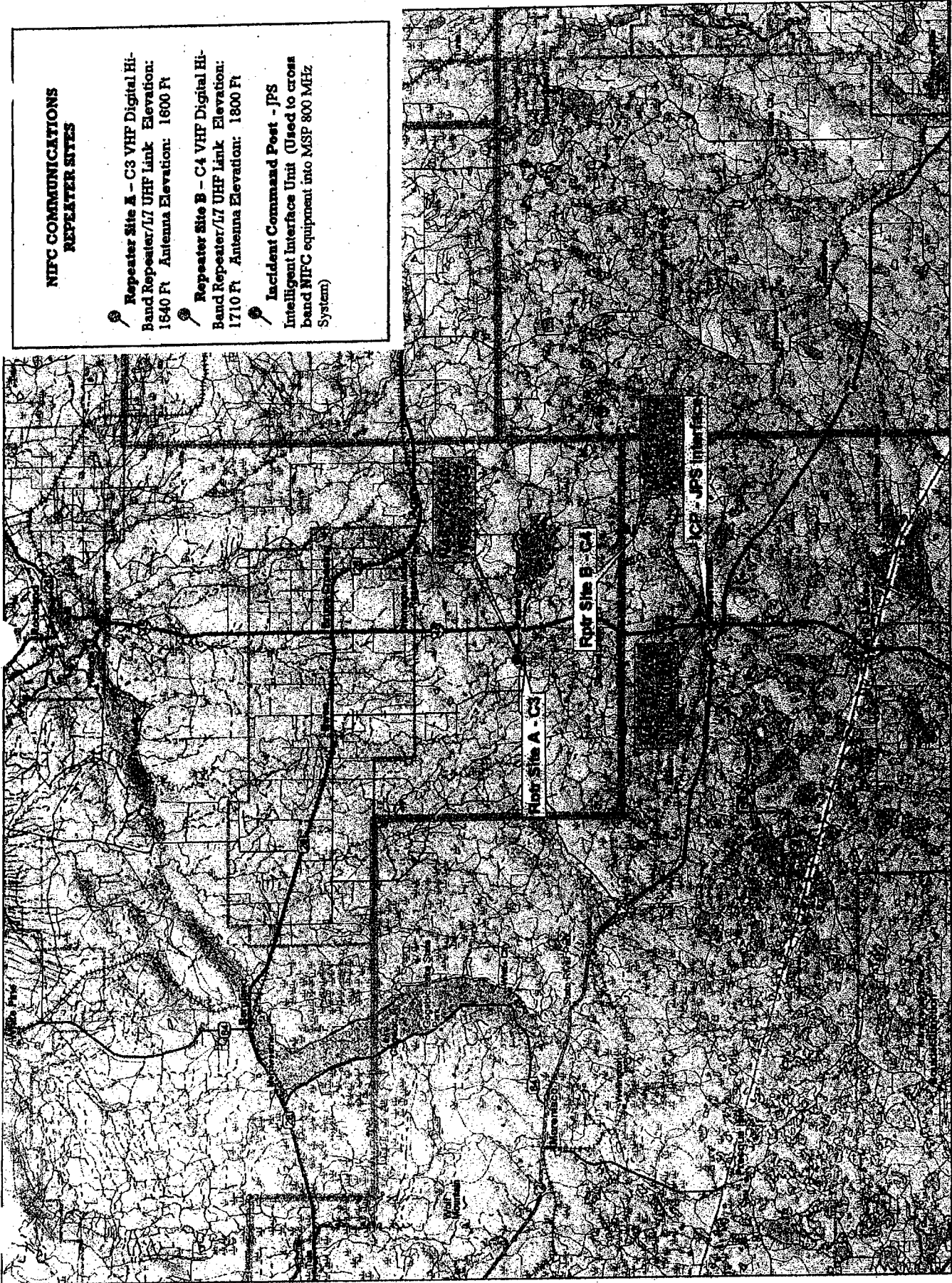
Michigan State Police Trout Creek
Tower 9008 - 475 Ft



© 2002 DeLorme (www.delorme.com), Topo USA ©. Data copyright of content owner.
Scale: 1 : 880,000 Map Rotation: 0° Magnetic Declination: 2.4°W

**NIFC COMMUNICATIONS
REPEATER SITES**

- Repeater Site A - C3 VHF Digital Hi-Band Repeater/17 UHF link Elevation: 1840 Ft Antenna Elevation: 1800 Ft
- Repeater Site B - C4 VHF Digital Hi-Band Repeater/17 UHF link Elevation: 1710 Ft Antenna Elevation: 1800 Ft
- Incident Command Post - JPS Intelligent Interface Unit (Used to cross band NIFC equipment into MSP 800 MHz System)



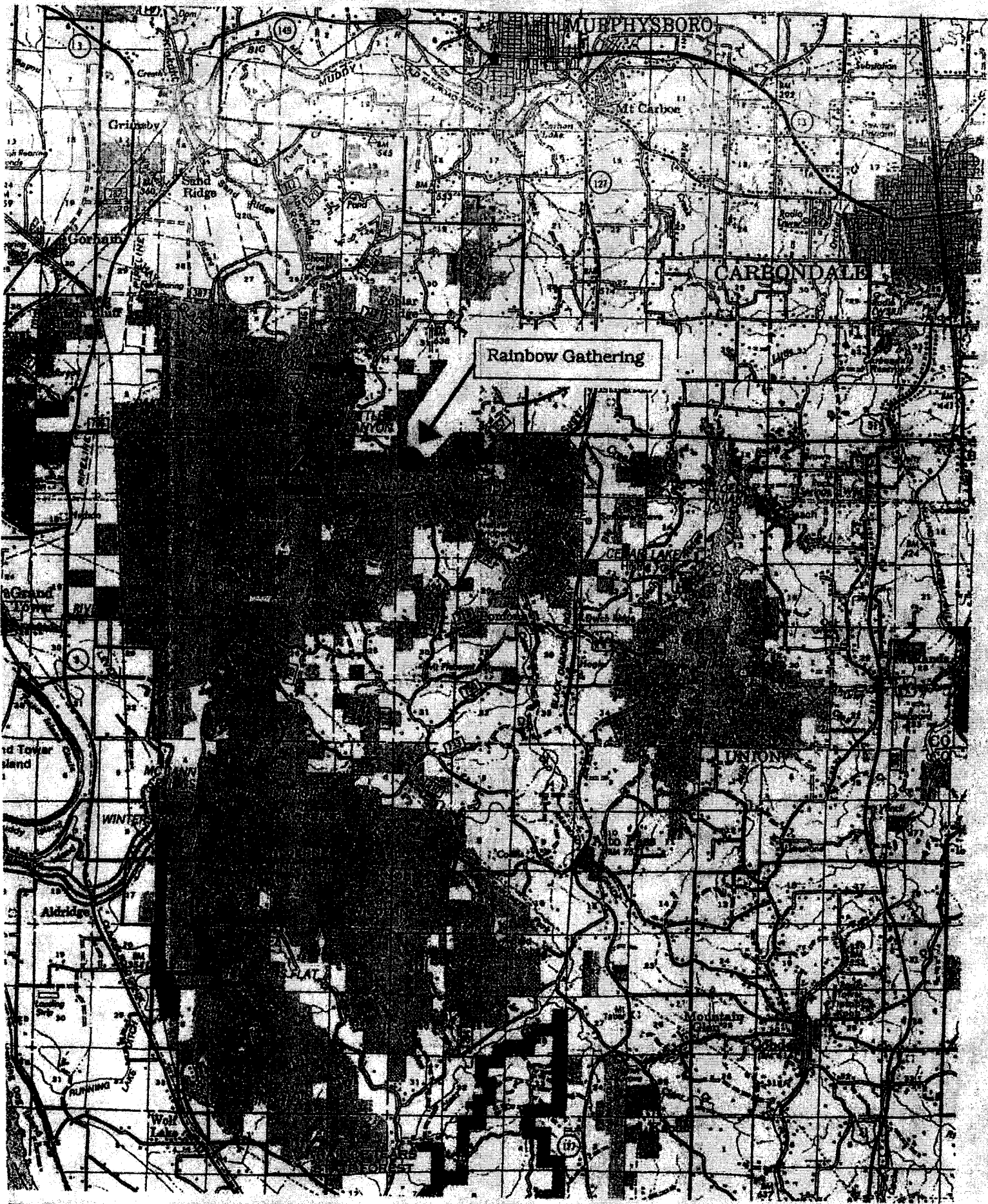
2009

CY2002 Shawnee Rainbow Incident

#	Date	NOV#	IR#	Man	Warning	Offense	Name	City/State	DOB	Description	Officer #
1	10/8	F2295326		Y		36CFR261.3a		Denver, CO	11/20/67	Interfering w/F.O.	1004
2	10/8	F2285327		Y		36CFR261.3a		Jacksonville, FL	11/16/71	Interfering w/F.O.	1004
3	10/8	F2285328		Y		36CFR261.3a		Charleston, SC	11/02/86	Interfering w/F.O.	1004
4	10/8	F2285329		Y		36CFR261.3a		Shenandoah, VA	06/20/75	Interfering w/F.O.	1004
5	10/12	F2763821				36CFR261.58a		Wilhoop, MO	01/09/02	Damaging natural fea	1573
6	10/12	F2763824				36CFR261.58a		Metropolis, IL	07/22/78	Pos of Marijuana	1573
7	10/12	F2763828				36CFR261.11e		Jacksonville, FL	11/16/71	Littering	1573
8	10/12	F2763825		Y		36CFR261.3a		Metropolis, IL	07/22/68	Interfering w/F.O.	1573
9	10/12	F2763827		Y		36CFR261.58a		Lexington, KY	07/07/70	Pos of Marijuana	1578
10	10/12	F2763823				36CFR261.58a		Harrisburg, IL	12/08/84	Pos of Marijuana	1578
11	10/12	F2763822				36CFR261.58a		Harrisburg, IL	12/27/82	Pos of Marijuana	1578
12	10/12	F2666948				36CFR261.58a		Tonawanda, NY	01/10/82	Pos of Alcohol	1546
13	10/12	F2666949				36CFR261.58a		Cobden, IL	06/19/79	Cons Alcohol Bev	1546
14	10/13	F2763836				36CFR261.58a		Caseyville, IL	01/15/78	Pos of Marijuana	1578
15	10/13	F2763832				36CFR261.58		Bolivar, MO	09/15/82	Camp in closed area	1578
16	10/13	F2763830				36CFR261.58a		Mattoon, IL	#####	Pos of Marijuana	1573
17	10/13	F2763835				36CFR261.58a		Paducah, KY	#####	Pos of Marijuana	1573
18	10/12	F2763829				36CFR261.58a		Cobden, IL	#####	Pos of Marijuana	1573
19	10/13	F2763834				36CFR261.58a		Paducah, KY	#####	Pos of Marijuana	1573
20	10/13	F2763831				36CFR261.53		Mattoon, IL	#####	Camp in closed area	1573
21	10/13	F2763833				36CFR261.58a		Lebanon, KY	#####	Pos of Marijuana	1573
22	10/11		6924268					DuQuoin, IL		Refused Med Treatmt	1553
23	10/12		6924269					Lexington, KY	7/7/1970	K-9 Asst	1553
24	10/12		6924271			N/A				K-9 alert	1553
25	10/12		6924270			N/A				K-9 Asst	1553
26	10/18		6924272			36CFR261.54d		DuQuoin, IL	#####	Rec VN no DL	1553
27	10/12		6921706			36CFR261.13h				Digging fire pit	1422
28	10/12		6921707			36CFR261				Cutting green trees	1422
29	10/12		6921708			36CFR261.13h				Mud Boggin Creek	1422
30	10/12		6921709			36CFR261.56				Illegal use of ATV	1422
31	10/14	F2666337				36CFR261.54d			#####	Expired Vehicle Lic	1553
32	10/14	F2666338						Carbondale, IL	#####	Expired Operat Lic	1553
33	10/14	F2666339				36CFR261.58a		Carbondale, IL	#####	No Insurance Proof	1553
34	10/14	F2666340				36CFR261.58a		Carbondale, IL	#####	Pos of Marijuana	1553

#	Date	NOV#	IR#	Man	Warning	Offense	Name	City/State	DOB	Description	Officer #
35	10/18	F2663541				36CFR261.54d	[REDACTED]	DuQuoin, IL	#####	Vio IL licensing law	1553
36	10/19		6923663			36CFR261.4a	[REDACTED]	Ripley, NY	4/7/1979	Fighting at A Camp	1121
37	10/14		6924273			36CFR261.4d	[REDACTED]	N.Charleston,SC	#####	Spit on county officer	1546
38	10/14		6924274			36CFR261.11e	[REDACTED]	N.Charleston,SC	#####	Littering	1546
39	10/18		6923664			36CFR261.11e	[REDACTED]	Cartersville, IL	5/5/1972	RX bottle @ camp	1121
40	10/14	F2753837				36CFR261.54d	[REDACTED]	Fresno, CA	#####	Expired Tags	
	10/1		6923661			36CFR261.10k	UNK			Occupancy/Use	
	10/10		6923662			36CFR261.11b	UNK			Sanitation	
	####		6924669			36CFR261.11b	UNK			Sanitation	

Shawnee National Forest
2002 Rainbow Regional Gathering
Locator Map



**2002 SHAWNEE REGIONAL GATHERING OF
THE RAINBOW FAMILY OF LIVING LIGHT**

IMPORTANT NOTICE

**THIS GATHERING REQUIRES A NON-
COMMERCIAL GROUP USE PERMIT**

USDA Forest Service regulations require that all non-commercial groups of 75 or more people obtain a free non-commercial group use permit in advance. As of this time, the Rainbow Family has **neither** applied for nor obtained this permit from the Forest Service, as required by law.

If a permit is not issued, participants and spectators involved in the gathering are hereby notified that they will be in violation of Federal regulation 36 CFR 261.10(k) and will be individually subject to citation and/or arrest.

The construction or maintenance of structures and improvements, such as latrines, bridges, fences, water systems and rock and mud ovens or stoves is prohibited under 36 CFR 261.10(a) without prior written permission from an authorized Forest Service officer. Violators are subject to citation and/or arrest.