



**U. S. Forest Service
Briefing Packet**

2003 Rainbow Family Gathering

Prepared by the National Incident Management Team



File Code: 2720

Date: April 2, 2003

To: Cooperators

Enclosed in this packet, you will find information related to the annual gathering of the Rainbow Family of Living Light. This year the annual gathering will be on national forest land in the Great Basin area. Recent Internet information has further defined this area as being in the northern portion of Utah, Nevada or California. The annual gathering is advertised as being from July 1 through July 7 and is expected to draw over 20,000 people. Typically, thousands will be onsite by June 20 and a majority of people gathering will remain onsite well after July 4th.

It is hoped that this material will help familiarize you with potential impacts and proposed actions that might occur in your area this summer.

The Forest Service National Incident Management Team (NIMT) will be delegated responsibility by the Forest Supervisor and the Special Agent in Charge to manage the event. The NIMT will be utilizing the Incident Command System and a unified command structure involving all agencies wishing to participate.

Enclosed at the end of this packet are the following attachments:

- Locations of previous annual gatherings beginning with 1972.
- Summary of federal court cases related to noncommercial group use on National Forest System lands.
- Sample Unified Command organization chart.

I will be meeting with many of you prior to the event this summer. If I can be of any assistance, please call me at 828-████████████████████

Sincerely,



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Incident Commander – NIMT
U.S. Forest Service



BRIEFING PAPER

2003 RAINBOW FAMILY NATIONAL GATHERING

BACKGROUND

The Forest Service is the primary agency affected by the annual gathering of the Rainbow Family of Living Light (gathering) with responsibility for protecting natural resources and providing for public health and safety on National Forest System lands. In the last eight years, the gathering has been held on various national forests:

- 2002 – Ottawa National Forest, Region 9
- 2001 - Boise National Forest, Region 4
- 2000 – Beaverhed/Deerlodge National Forest, Region 1
- 1999 – Allegheny National Forest, Region 9
- 1998 – Apache-Sitegraves National Forest, Region 3
- 1997 – Ochoco National Forest, Region 6
- 1996 – Mark Twain National Forest, Region 9
- 1995 – Carson National Forest, Region 3
- 1994 – Bridger-Teton National Forest, Region 4
- 1993 – Alabama and Kentucky, Region 8

The Forest Service had no strategy for managing the gathering until 1997. For 26 years, the host forest was left to deal with the social, natural resource, economic and political effects of “hosting” the gathering. In most cases, the forest with the chosen site was left to start from scratch. Consistently, closing reports from the host forest called for one group of Forest Service people, a team, to manage this event from year to year and for additional dollars to be allocated for this team’s activities.

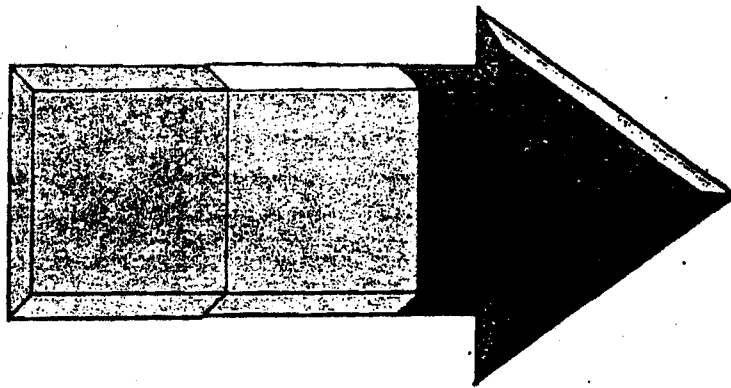
CREATING AN ORGANIZED RESPONSE

In 1997, the National Leadership Team developed a strategy for managing the annual 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 host forest in managing the gathering for at least three years. In addition, money was allocated for the team’s activities in managing the gathering, thereby eliminating the severe budget impacts incurred by the host 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 Management Team (Team). This is a short team consisting of the Incident Commander, Safety Officer, Information Officer, Planning Section Chief, Administrative Officer, Operations Section Chief for Law Enforcement and Communications Section Chief. These seven individuals are charged with relieving the forest and district of most of the day-to-day management of the gathering, while working closely with the unit to meet their unique resource and social concerns under a clear Delegation of Authority. The Team will work with the Line Officers’ concerns and desired outcomes in mind and utilize existing networks for communications efforts with communities, interest groups and other agencies.

In the future, this National Incident Team could be utilized on other types of incidents with unique social and law enforcement elements such as natural disasters or protests.

MANAGEMENT STRATEGY.....



NATIONAL STRATEGY FOR THE MANAGEMENT OF LARGE GROUP ACTIVITIES ON NATIONAL FOREST SYSTEM LANDS

This strategy, which was presented and agreed to by the Forest Service National Leadership Team, was modified to reflect a change in the 1998 Incident Command team and to update the current members of the working group.

TYPE OF ACTION REQUESTED: Decision on Forest Service approach to providing for public safety and protecting natural resources during large group activities on National Forest System lands.

BACKGROUND: In establishing a consistent national approach to managing large group activities, which both redeems our responsibility for the protection of life and resources and maintains credibility with the public, the following strategies were agreed to at the 1997 National Leadership Conference:

1. Management of Activity - A nationally appointed overhead team will manage the activity.
2. Funding - Funding for large (10,000 + people), unplanned activities with multi-regional impacts will be accomplished through a Washington Office account. The amount available is approximately \$750,000.
3. Law Enforcement - Enforce applicable laws and regulations inside and outside the perimeter of the activity commensurate with law enforcement capability and current standards/thresholds set by the affected judicial district in a fair and consistent manner.

The team was directed to identify a working group to determine a law enforcement approach with full consideration of the value of large group attendees, which protected their civil rights, and to report back to the National Leadership Conference in April.

ACTIONS: The team formed a working group that discarded the notion of a law enforcement strategy and developed a Forest Service strategy that seeks to achieve resource protection and public safety. Members of the working group as of April 3, 2003 are:

John Twiss, Forest Supervisor, Black Hills NF
[REDACTED] LE&I, WO
Ken Karkula, RH&WR, WO
[REDACTED] Special Agent, WO LEI
[REDACTED] Special Agent in Charge, R2, Denver, CO.
Ellen Hornstein, USDA OGC, WO
Robert Lueckel, Forest Supervisor, Ottawa NF

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Highlights of the Forest Service Strategy are:

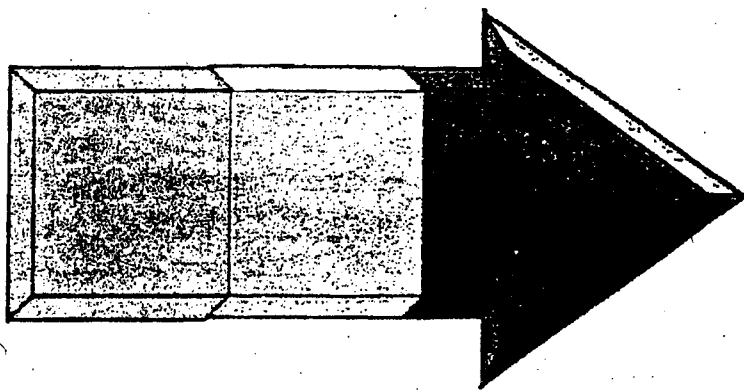
- Seamlessly integrates law enforcement personnel and actions into the total management of an event
- Recognizes large group attendees are customers who, within law and regulation, have the right to gather on the national forests.
- Acknowledges the religious and other Constitutional rights of large group activities.

- Recommends the use of resource protection and public safety tactics, such as Supervisor's Orders and road checkpoints.
- The Assistant Director for LE&I Operations and Policy collaborates with line officers and key members of the Incident Command Team to develop the specific enforcement tactics for a given large group activity.
- Safety and effectiveness of forest personnel is not comprised during large group activities. As a minimum:
 - Have in place communication systems, such as radios and repeaters.
 - Firearms and other appropriate defensive equipment is worn and visible at all times for authorized personnel.
 - Within the activity, personnel have equipment appropriate to administer the permit.
 - Through cooperative agreements, personnel work with local agencies to provide assistance for large group activities.
 - Quality Standards for Investigations, prepared by the President's Council on Integrity and Efficiency (PCIE), is met.

The cornerstone of this strategy is to seek voluntary compliance to protect life and natural resources. Implementation tactics include:

- Education by distribution of printed materials, through forest officer contact and at road checkpoints.
- Engineering using actions, such as locating events in areas that can tolerate large numbers of people, are away from critical wildlife habitat and cultural sites and which have adequate vehicle access and sewage facilities. The issuance of Noncommercial Group Use permits and of appropriate Forest Supervisor closure orders aid in achieving this.
- Enforcement by law enforcement personnel, when voluntary compliance cannot be achieved.

GATHERING MANAGEMENT ISSUES.....



2003 INCIDENT MANAGEMENT OBJECTIVES

The National Incident Management Team objectives for Forest Service management of the 2003 annual gathering of the Rainbow Family of Living Light are:

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

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

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

2003 Annual Gathering of the Rainbow Family of Living Light Talking Points

1. The Rainbow Family of Living Light holds an annual gathering every year.
 - The gathering site is on National Forest System lands, but the Forest Service usually does not know the exact location of the gathering until mid-June.
 - The Rainbow Family has been holding an annual gathering for 30 years.
 - Approximately 18 to 25 thousand individuals attend the Rainbow Family annual gathering.
 - The Rainbow Family has a constitutional right to have this event, along with a legal responsibility to attain the required Special Use Permit from the USDA Forest Service.

2. The Forest Service requires a Special Use Permit for every group of 75 or more that wants to hold a meeting or event on National Forest System lands. Since the Rainbow Family annual gathering usually attracts several thousand people, they must have a permit to hold a legal gathering.
 - The Forest Service has a duty to minimize resource impacts on National Forest System lands and to ensure the health and safety of all forest visitors. This is achieved through provisions in the permit regarding sanitation, resource protection and sensitive site and species information.
 - With the exception of para-military activities, the permit process does not interfere with the content or function of any group who wants to gather on National Forest System land. Rather, the permit authorizes the noncommercial group use subject to time, place and manner restrictions that do not interfere with constitutional rights.

3. The Forest Service will manage the gathering using an Incident Management Team consisting of local forest resource managers and professionals in law enforcement, safety and health and community relations. Activities will include:
 - Keeping the public informed through meetings, the media and daily updates.
 - Assigning safe travel routes, enforce forest road regulations and minimize the environmental impacts associated with parking large numbers of vehicles.
 - Protecting resources with guidance in reducing displacement of wildlife, ensuring provision of adequate sanitation and mitigating effects to meadows and riparian areas and cultural resources.
 - Providing a visible presence within and around the gathering to enforce laws and to assist state and local law enforcement officials if criminal violations occur.
 - Developing a rehabilitation plan and overseeing the activities of any Rainbow Family volunteers remaining after the gathering to restore the site.
 - Utilizing state and local expertise in law enforcement and health and safety and providing support through cooperative agreements.

RECURRING ISSUES

Large events such as the annual gathering have sparked issues on many levels. These include:

Resources

- Compacted and eroded soil.
- Water quality and riparian impacts.
- Sanitation issues
- Sensitive archeological sites, habitat, T&E species.
- Potential for fire danger/use of campfires on site.

Traffic

- Parking problems (4000 to 6000 vehicles).
- Traffic congestion/vehicle related problems/abandoned vehicles.
- Road degradation/erosion from heavy use.

Social

- Public nudity.
- Confrontations between Rainbows and locals.
- Increased law enforcement related problems in various jurisdictions.
- Communications with the locally impacted community.
- Relationships between the local unit, the affected community, nearby residents and America Indian Tribes.
- Local and national media coverage.

Internal

- Significant time and financial impacts on the forest and district are likely in the areas of resource work (site rehabilitation planning and implementation), assistance in appropriate community contacts, increased need to provide information to potential forest visitors and guidance with local agreements and MOU's.
- Diverse opinions among employees about the gathering and Forest Service management activities
- Communications with employees/rumor control.
- Double standard issue as it relates to permits.

RELATED LAW ENFORCEMENT ISSUES

Blood borne Pathogens - Some subjects encountered at past gatherings have been found to have HIV, hepatitis and other communicable diseases. Law enforcement personnel take the necessary precautions, when dealing with subjects at Rainbow Family gatherings.

Weapons - The Rainbow Family states they will not tolerate or allow firearms within the gathering. However, reports of large numbers of firearms were received and firearms have been seen and confiscated at past gatherings. Many of the Rainbow Family members wear hunting type knives, while at the gathering. Subjects have pulled knives on law enforcement personnel and threatened them in the past.

Interface and Civil Disobedience - Some Rainbow Family members routinely attempt to interfere with the actions of law enforcement personnel. This is particularly true when officers are attempting to cite or take subjects into custody. In the past large groups of individuals have circled law enforcement personnel and attempted to interfere with their actions. Officers need to consider this, when attempting to take law enforcement action in the presence of large groups of people.

Fugitives - Fugitives from justice are routinely found at Rainbow Family gatherings. Subjects with active warrants for homicide, sexual assault, assault, theft, drug violations, etc., have been found at past gatherings. Law enforcement personnel could contact these types of individuals and should take the necessary precautions.

Juvenile Runaways - Rainbow Family gatherings attract a large number of juveniles, many of which are runaways. During gatherings law enforcement personnel receive hundreds of reports from agencies, throughout the country regarding juvenile runaways. In the past the Rainbow Family has cooperated with law enforcement in attempts to locate these juveniles.

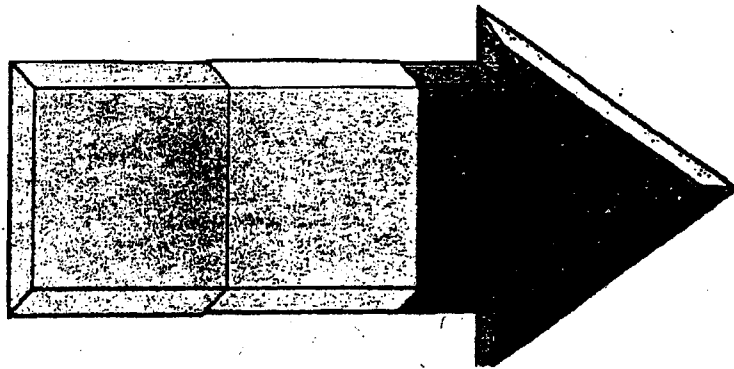
Stolen Vehicles - Each year stolen vehicles are recovered and subjects arrested at Rainbow Family gatherings. Law enforcement personnel may encounter stolen vehicles during routine traffic stops and enforcement actions.

Sexual Assault - Sexual assaults have occurred at Rainbow Family gatherings in the past. Sexual predators have been found at these gatherings and some of the reported assaults have involved minors.

Controlled Substance Violations - Significant amounts of controlled substance, such as marijuana, LSD, methamphetamine, illegal mushrooms, prescription drugs and others are present at Rainbow Family gatherings. Barter Village is where drugs are commonly traded among gathering attendees. Law enforcement personnel could encounter individuals experiencing drug overdoses or vehicles carrying illegal substances.

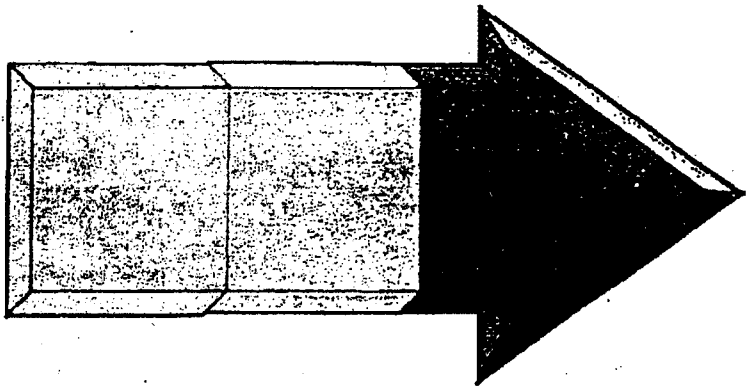
Vehicular Violations - All types of vehicles will arrive at the gathering in all types of conditions, including buses, vans, trucks, automobiles, motorcycles, etc. Driving under the influence (DUI) is a particular concern to law enforcement during these gatherings, along with alcohol related violations and drug impaired drivers. Unsafe and abandoned vehicles are common. Motor vehicles accidents, including fatal accidents, have occurred in the past.

ABOUT THE RAINBOW FAMILY



Duplicate Mini Manual
Same as one used
in 2002 - not sent. 18 pages

ABOUT THE INCIDENT TEAM.....



2003 NATIONAL INCIDENT MANAGEMENT TEAM

██████████ - INCIDENT COMMANDER

██████████ is a U.S. Forest Service ██████████ in Asheville, North Carolina, but has been assigned to the Washington Office as the National coordinator for non-commercial group uses for two years. He has worked for the Forest Service for 33 years, all in the Southern Region at various locations. The first half of his career he worked in resource and fire management jobs, including 7 years as a District Ranger. ██████████ has worked on several fire teams in Region 8, culminating with assignments as a Type 1 Operations Section Chief, Fire Behavior Officer and Safety Officer. In 1987 he became a ██████████ working primarily in drug enforcement in Tennessee. Other LEI assignments included the Land Between the Lakes NRA in Kentucky and the Pisgah NF in North Carolina. ██████████ has worked on numerous incident assignments, including the Olympics, Earth First and Rainbow gatherings.

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JON SELBY - SAFETY OFFICER

Jon has worked for the Forest Service for 28 years and is currently LEO on the Coconino National Forest in Arizona. He started working in fire and as an LEO on the Tonto National Forest working for Capt. Lister. Two years ago he moved to the Coconino N.F. He has served as a Safety Officer Type 1 and 2 with several fire teams.

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BECKY BANKER - INFORMATION OFFICER

Becky has been with the Forest Service for 18 years, starting her career on the Tuskegee National Forest in Alabama, moving to the Delta National Forest in Mississippi and then the Shawnee National Forest in Illinois. She has a BS in Wildlife Biologist from Auburn University and graduate work in Plant Ecology. She currently serves as the Public Affairs Officer on the Shawnee. She has served as Information Officer on fires, floods and hurricanes. Her hobby is training dogs and is the proud owner of three German Shepherds and a brown dog.

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TOM LISTER - OPERATIONS SECTION CHIEF

Tom is currently the Patrol Captain on the Tonto National Forest near Payson, Arizona and has been in that position since 1996. Tom began working for the Forest Service as a law enforcement officer on the Tonto NF in 1991. Prior to 1991 Tom worked eight years with the Arizona Game and Fish Department as a Wildlife Manager and is currently an active volunteer Hunter Education instructor for AGF. Tom has a wildlife biology degree with a fisheries emphasis from Arizona State University. Tom has worked national Rainbow gatherings in New Mexico and Arizona and the 1996 Olympics in the Southern Region.

Phone: (928) 474-7909 Fax: (928) 474-7910 Email: tlist@fs.fed.us

DON PALMER – PLANNING SECTION CHIEF

Don has worked 27 years with the Forest Service, primarily in recreation and wilderness management. Don has worked in three regions, including Mt. Hood NF (R6), Pisgah NF (R8), Ottawa NF (R9) and is currently on the Monongahela NF in West Virginia (R9), where he is the Recreation/Wilderness Program Manager. Don has worked as a Recreation Technician, Wilderness Ranger, Other Resources Assistant, Public Affairs Officer and Forest Recreation Staff Officer. Don has been qualified as a Planning Section Chief and Situation Unit Leader since 1989 and has served on several different incident management teams in those capacities.

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DIANE TAYLOR – ADMINISTRATIVE OFFICER

Diane has worked for the Forest Service for 18 years, and is currently the Support Services Supervisor on the Andrew Pickens Ranger District, Sumter National Forest in Mountain Rest, South Carolina. She has responsibility for the district budget, system management, personnel management, purchasing, resource support and principal assistant to the District Ranger. She also supervises four employees. Diane began working with incident management teams in 1989 with an assignment to Hurricane Hugo in South Carolina. She has worked with numerous Type I and Type II teams and is currently the Time Unit Leader for the Type II Southern Area IMT. She also serves as a member of the Southern Region Buying Team for Region 8.

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Vacant – COMMUNICATIONS SECTION CHIEF

Listing of North American Annual Sites

Here's the list of European Rainbow Gatherings.

2003 - ???

This will be somewhere in the Utah, Nevada, California area. Site to be announced in June. For more details, go to [this page](#).

2002 - Upper Penninsula, Michigan

Near the town of Bruce Crossing in Ottawa National Forest.

2001 - Idaho

Near the town of Stanley, Idaho, in Boise National Forest.

2000 - Montana

Near the town of Jackson, Montana, in Big Hole Valley.

1999 - Pennsylvania

Near the town of Ridgeway, PA in Allegany National Forest.

1998 - Arizona

At Carnero Spring near Springerville in Apache-Sitgreaves National Forest.

1997 - Oregon

At Indian Prairie near Prineville and Mitchell Oregon in Ochoco National Forest.

1996 - Missouri

By Thomasville in Mark Twain National Forest.

1995 - New Mexico

By the San Antonio River near Tres Piedras in Carson National Forest.

1994 - Wyoming

Snyder Basin near Big Piney in Bridger Teton National Forest.

1993 - Alabama (Kentucky too)

Talladaga National Forest.

1992 - Colorado

By Overland Reservoir, near Paonia, in White River National Forest.

1991 - Vermont

By Texas Falls, near Granville, in Green Mountain National Forest. It's on the Bread Loaf quadrangle.

1990 - Minnesota

By Barker Lake, near Lutsen, in Superior National Forest.

1989 - Nevada

By Robinson Hole, Near Jarbidge, in Humboldt National Forest. It's on the Nevada-Idaho Jarbidge quadrangle.

1988 - Texas

By Boggy Creek, near Lufkin, in Angelina National Forest. It's on the Cassells-Boykin Park quadrangle.

1987 - North Carolina

Near Tapoco, in Nantahala National Forest. It's on the Tapoca quadrangle.

1986 - Pennsylvania

Near Long Hollow, near Cobham in Allegheny National Forest. It's on the Cobham quadrangle.

1985 - Missouri

In Mark Twain National Forest.

1984 - California

By Black Cone, in Modoc National Forest. It's on the Emerson Peak & Eagle Peak quadrangles.

1983 - Michigan

Near Paynesville, in Ottawa National Forest. It's rumored to be on the Trout Creek quadrangle.

1982 - Idaho

Near New Meadows, in Boise National Forest. It's rumored to be on a combination of the following quadrangles. Crocked River Point, Peck Mountain, Rush Peak, Goodrich.

1981 - Washington

Near Usk, in Kanisku National Forest. It's rumored to be on the Goddards Peak quadrangle.

1980 - West Virginia

By the Three Forks of the Willimas River, near Webster Springs, in Monongahela National Forest. It's on the Webster Springs SW quadrangle.

1979 - Arizona

In Apache National Forest. It's rumored to be on one of these quadrangles. Escudilla Mountain, Kuna Lake, Maness Peak, Blue, Alma Mesa.

1978 - Oregon

By White Horse Meadows, in Umpqua National Forest. It's on the Fish Creek Desert quadrangle.

1977 - New Mexico

By Burnt Corral Canyon, in Gila National Forest. It's on the Burnt Corral Canyon quadrangle.

1976 - Montana

By Cave Mountain, near Choteau, in Lewis and Clark National Forest. It's on the Cave Mountain quadrangle.

1975 - Arkansas

By the White & Buffalo Rivers, near Mountain Home, in Ozark National Forest.

1974 - Utah

By the Virgin River, near Bryce Canyon, in Dixie National Forest. It's rumored to be the Temple of Sinawava quadrangle.

1973 - Wyoming

By Antelope Hills, near Lander, in Shosone National Forest. It's rumored to be on a combination of these quadrangles. Schoettlin Mountain, Red Canyon, Lewiston Lakes, Barras Springs. the

1972 - Colorado

By Strawberry Lake, near Granby, in Roosevelt National Forest. It's on the Strawberry Lake quadrangle.

Listing of European Annual Sites

2000 - Romania

This gathering will be somewhere in Romania.

1999 - Hungary

This gathering was in Hungary.

1998 - Russia

This gathering was in Russia.

1997 - Scotland & Greece

In the Galloway Valley, near Dalmellington in June and then at Paiko mountain near Thessaloniki/Greece in August.

1996 - Portugal

Campo da Maca (Salto)

1995 - Czech Republic (Tcekai)

It was in the Czech Republic, at the Austrian border south of Budejovice (Budweis).

1994 - Slovenia

On the Croatian border

1993 - Ireland

Slieve Bloom mountains Laois County, near the village of Rosenallis. This is the ancient gathering group of the Irish tribes.

