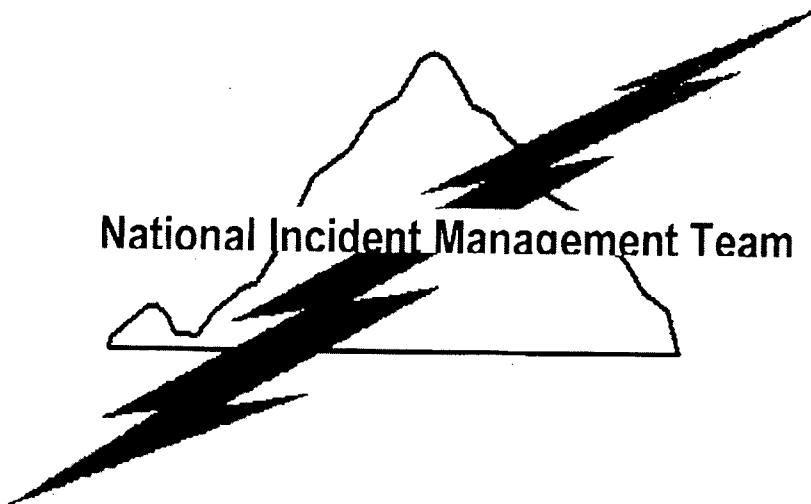


2007 National Rainbow Family Gathering
Ozark National Forest
Big Piney Ranger District
June 17 – July 9, 2007



National Incident Management Team
Incident Summary

Incident Summary
2007 National Rainbow Family Gathering
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Big Piney Ranger District
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2007 NATIONAL GATHERING OF THE RAINBOW FAMILY OF LIVING LIGHT

EXECUTIVE SUMMARY

JULY 8, 2007

The 2007 National Gathering of the Rainbow Family of Living Light was held in the Fallsville, Arkansas area on the Big Piney Ranger District of the Ozark National Forest.

The National Incident Management Team (NIMT), led by [REDACTED] Incident Commander, managed the incident. [REDACTED]

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[REDACTED]. Two field ICPs were also used by the NIMT as well as cooperators. The Deer Work Center was utilized by the team, which was located 18 miles NE of the gathering, and a Newton County and NIMT Trailer were set up just outside of the gathering area along highway 21, about 2 miles NE of Fallsville. This facility also served as the dispatch center for the incident. The Deer Work Center was also used as a temporary court facility. It should be noted that Newton County provided the gathering area ICP trailers for our use at no charge. Logistics were more difficult this year due to the distance of the Fort Smith ICP to the gathering site (approximately 90 minutes). This logistical problem arose because the Rainbow Family could not reach agreement on a gathering location and the possibility of a split gathering existed until June 20, 2007. This resulted in the NIMT having to pick a location to reserve motel rooms through July 9. Based on the most current Rainbow website information at the time, the decision was made to stay in [REDACTED].

b2

The NIMT was formed in late 1997. [REDACTED]

[REDACTED]. Reports from each section are included in this document. The 2007 National Rainbow Gathering was the team's tenth formal assignment as the Forest Service's response to large group events. Social issues associated with the gathering greatly differ from the agencies' more typical role managing wildfire and hurricane incidents.

At the end of the 2006 gathering, held on the Routt National Forest in Colorado, the Rainbow Family held their "vision council" to discuss the location of the 2007 gathering. They voted to gather in Oklahoma, Arkansas or Texas. The team's Special Use Administrator as well as the Region 8 Special Agent in Charge began communication

with Rainbow Family members in the winter of 2006-2007 and a list of gathering locations proposed by the Forest Service was sent to Family members in early 2007. After that time, the Rainbow Family continued communicating with the Team Special Use Administrator regarding their 2007 gathering location.

Specific sites for the national gathering are traditionally selected during Spring Council (late May or early June) after scouts visit sites around the area. This year's Spring Council was held at Cartney Access, a dispersed camping area about 20 miles southwest of Mountain Home, Arkansas on Army Corps of Engineers land. This council occurred on or around June 16. Forest Service team members traveled to this site to provide information to the council only to find out that most of the council members had already left the site. It was determined the following day that they were gathered in the Fallsville area which did eventually end up being this year's gathering location. Another Spring Council was supposed to occur in the Nimrod Lake area south of Russellville, Arkansas. Forest Service team members as well as the Forest Supervisor and District Rangers traveled to the Nimrod Lake Area on June 14 to provide information at the council meeting but only a few Rainbow Family members were on site, and no council was occurring. The individuals there wanted to have the gathering in Texas. This group, after visiting the Fallsville location, made an attempt to get participants to move to the Shores Lake Area site because of their dislike of the Fallsville site. Due of a variety of circumstances, this site, which was also approved by the Forest Service, did not work out.

Criteria used by the Rainbow Family to select a gathering site include: good access, parking on site, forested area with large, open meadows and an adequate supply of water and firewood. The site finally selected by the Rainbow Family, known as the Fallsville or Dixon Ford area, did not provide areas for adequate parking or a open meadow.

The Rainbow Family did work closer with the Forest Service on picking a location this year than in previous years. A good example of this was the Clifty Canyon area on the Sylamore Ranger District. The family was looking at this site for their gathering location but after meeting with the District Ranger, her staff and members of the NIMT, agreed not to use the area due to its' designation as a Special Interest area in the forest plan and the concern for sensitive botanical communities. We believe that a few years ago Rainbow Family members would have just moved onto the site, so this indicates we are making progress in working together.

Although the Forest Service requires a Non-Commercial Group Use Special Use Permit for every group over 74, the agency has the discretion with respect to enforcement of this authority. This year the Department of Agriculture through Under Secretary Mark Rey directed the Forest service to attempt a different approach by not requiring the special use permit if certain criteria were met (for more specific information see page 3 of Washington Office, LE&I June 7, 2007, Employee Questions and Answers). Although most of the criteria/timelines for not requiring a special use permit were not met by the Rainbow Family, the Forest Service continued negotiating with family members and an Operation and Maintenance Plan was verbally agreed to by a few individuals from the Family and the Big Piney District Ranger on June 21, 2007.

Starting on June 22, the forest provided resource advisors as well as the Forest Archaeologist and Hydrologist to assist in managing/mitigating resource concerns associated with kitchens, slit trenches, grey water and compost pits and other improvements. Being on site early along with the good cooperation with most participants resulted in structures and other improvements being located in locations approved by the Forest Service. This minimized resource impacts and protected prehistoric sites within the area. Testing of areas before ground disturbing activities occurred resulted in the identification of six new heritage sites.

Natural Resource Unit Leaders met routinely with Rainbow Family participants to discuss issues and concerns and review compliance with the operating plan. This strategy seemed to work well for both the Forest Service and the Rainbow Family.

The gathering culminated with a prayer circle around noon, July 4th. We estimated 6,000 people participated in the gathering this year which was significantly less than the 2006 gathering in Colorado where approximately 15,000 attended.

The gathering was managed under a unified command system. Over the course of the gathering, numerous agencies and organizations collaborated to ensure the efficient use of available resources. Participants included federal, state, county and local law enforcement agencies, emergency service and public health organizations.

Based on the past 5 years, whether a permit was signed/required or not, many issues remain to be mitigated when managing a group that is as culturally and socially diverse as the Rainbow Family of Living Light. Illegal drug use was again commonplace, with a large percentage of gathering participants using a variety of illegal drugs. Crowd mentality and mob dynamics continued to be a problem due to a combination of drug and alcohol use along with the increased number of younger participants that do not appear to have the same "Peace/Love" philosophy as the older more traditional Rainbow Family members. However, increased tactics and the increased number of officers in the field curtailed any serious incidents. On two occasions, officers successfully deployed (but did not fire) pepperball guns to diffuse a hostile crowd and potentially dangerous situation.

[REDACTED] b5; b7E
[REDACTED] These resources are needed to continue to respond to displays of civil disobedience by the Family, which always places officers at high risk of injury and personal safety. The issue of officer safety was commonly stated among the law enforcement officers.

As of July 6, 2007, there were 89 individuals arrested (this exceeds the total combined arrests over the past 5 years), 370 Violation Notices written, 229 Warning Notices and 172 Incident Reports issued by Forest Service law enforcement and forest protection officers to gathering participants. Although total incidents are down from last year, percentage wise this is a significant increase from previous years based on 6,000 total participants. Many violators were turned over to local law enforcement for violations of

state laws ranging from interference and assault to some drug violations. The cumulative state, county, and local law enforcement statistics are not available as of July 7, 2007, but will be provided to the Incident Commander and added to this report at a later date.

Total statistics for the event are included in the LE&I section of this summary.

The Rainbow Family has been sensitive to the bad press generated when Family members use local emergency room facilities and do not pay, leaving the county EMS system holding the bag. The CALM unit at the Rainbow Gathering was actively working to treat as many people as possible, rather than have them seek medical care at local emergency rooms. However, as of July 7, 2007, there had been **TBD** out-patient visits by Rainbow Family members to the local hospital. The estimated bill as of July 8 for indigent care at for Newton and Johnson Counties for out-patient is about \$ **TBD**. There is no estimate for in-patient care at this time. There were no air ambulance calls.

On July 3 a participant of the Rainbow Gathering was diagnosed with a case of bacterial meningitis at a local hospital. The State of Arkansas Department of Public Health arrived at the gathering area and over a 2-day period administered preventive doses of antibiotics to 43 individuals who had been in contact with the patient. At this time we have no reports of any other individuals at the gathering with meningitis symptoms. It appears that prompt action by the Arkansas Public Health may have mitigated a potentially dangerous situation.

The Newton and Johnson County Ambulances treated **TBD** Rainbow Family participants and transported **TBD** patients associated with the Rainbow Gathering to medical facilities. The total non-reimbursed costs as of July 7 is about \$ **TBD**

As we continue to work with the Rainbow Family on a legally permitted or illegal event each year, we must be mindful that the job is not complete. In regards to the non-commercial group use regulations and permit and/or operating plan, we believe that two questions still need to be answered.

- Can we manage the incident better when it is a "permitted event?"
- Can we as an agency be proud that a permit is issued to a group that seems determined to undermine federal and state law, thus violating one of the criteria identified in the noncommercial group use regulations found in 36 CFR 251.10k.

The Forest Service is committed to work with all groups to ensure that first amendment rights to gather are protected and preserved. However, the issuance of a permit or an operating plan in lieu of a permit does not give license to any group or permit holder to commit crimes. The Rainbow Family currently condones the widespread use of illegal drugs throughout the gathering. It is not difficult to find minors using illegal drugs and making themselves targets for sexual abuse at the hands of older individuals.

As original members of the Rainbow Family progress in age, the message once of a peaceful demonstration has not been effectively passed down to the younger generation of gathering participants. Law enforcement has encountered a youthful generation of Rainbows who look to confront any representatives of authority.

The Rainbow Family must come to terms with the fact they will be policed and regulated during the event, just as any other citizen or group seeking to use public lands to meet and gather. When that occurs, they will have no reason to harass and intimidate officers attempting to do their jobs. I see the next step in our progression to fully managing this event is to help the Family understand that, in order to use public lands as a meeting place, laws currently in place must be obeyed. Only then will we be able to significantly reduce the amount of money spent on managing the Rainbow Family National Gathering each year.

On July 9th the National Incident Management Team will transition management of this incident back to the Ozark National Forest, Big Piney Ranger District.

SUCSESSES

1. **Unified Command**. The NIMT succeeded in strengthening relationships within the community including, but not limited to, state and local law enforcement agencies, public health and safety services, local residents, government officials, and local forest managers.
2. **Interagency Support**. The NIMT received tremendous support from the U.S. Marshal Service, Newton County Sheriff's Office and the Arkansas Game and Fish Commission who provide [REDACTED]. This support significantly increased our shift capabilities to perform a wide variety of operations. b2, b7E
3. **Safety**. The incident was completed without any major medical injuries to Forest Service employees as well as other supporting agencies within the Unified Command.
4. **Support from Forest**. The Forest Supervisor and District Ranger and their staff provided excellent support to the NIMT, including GIS, resource advisors and specialists, and local Law Enforcement Officers.
5. **Resource Support**. NIMT received excellent natural resource support from the Ozark National Forest and [REDACTED] from the Routt National Forest in Colorado (where the 2006 Rainbow Gathering was held). b2, b7E
6. **Communications/Dispatch**. The communications system, as well as support from Arkansas Game and Fish Commission with support by the Newton County Sheriff dispatch was invaluable.

7. **Coordination with DOJ, US Attorney's Office, and Office of General Counsel**
Early coordination with these departments enabled the NIMT to process judicial issues as well as administrative issues in a timely and efficient manner.

8. **Incident Information.** The NIMT and forest were successful in keeping media interest in the Rainbow Gathering relatively low and involving mainly local coverage. Articles about the Rainbow Gathering in the media was factual, well-balanced and often portrayed Forest Service management efforts in a good light. Distribution of information reached many internal and external audiences in a timely manner.

TOPICS NEEDING DISSUSSION

1. **Officer Training.**

Pepperball guns were deployed twice during the incident and the situation diffused without having to discharge any rounds.

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b7E

2. **Noncommercial Group Use Regulations.**

b5

3. **Special Use Permit.**

Generally, the holder of the permit is the party responsible for compliance with the terms and conditions of the permit.

b5

4. Permit Administration & Resource Protection. Permit and/or operating plan administration and/or resource protection does not get adequate support at the national or regional level. The fund code set up for the NIMT only covers the cost of the Special Uses/Resource Advisor Division Supervisor, but does not cover the cost of the permit and/or administration team. Because no funding was available to pay for the permit administrators/resource advisors, forest employees were utilized as permit administrators/resource advisors. Most of them were not identified until the last minute; however law enforcement had their team identified well in advance of the event. Additional funding should be allocated in 2008 to the NIMT to cover the true costs associated with this event.

Recommendation: Funding needs to be allocated at the national level to cover the full cost of permit administration/resource advisors. This would make it possible to identify people well in advance that would make good permit administrators/resource advisors so

that the terms and conditions of the permit would be adequately enforced if a permit is signed and the resources would be protected whether a permit is signed or not. It would also allow the use of people that have previous experience with a National Rainbow Gathering because you wouldn't have to be concerned with utilizing only forest employees or employees within the region in which the gathering is held.

5. **Forest Service Employee Involvement.** National guidelines should be established and communicated to employees (while on official duty) participating in gathering events and activities.

6. **Fiscal.** Establish a system to accurately tract and reflect total incident costs, including base and overtime salaries, forest costs, and other federal, state, and local agencies' costs, resource mitigation and rehabilitation costs, etc.

a. "Emergency" incident – Although the National Rainbow Gathering is an emergency in terms of mobilizing personnel and utilizing the incident command system to manage the impact of the large group gathering, this is not an unexpected event. For 35 years the Rainbow Family has gathered on national forest lands. The financial and resource impacts to the forest are significant. Currently, funding has been established for the NIMT to pay for the core team, law enforcement officers and related expenses. This funding does not cover the base pay of LE&I personnel, salary for resource advisors, and only allows [REDACTED] to the forest to offset the support costs they incur to assist the NIMT. A special fund needs to be established at the Washington Office level to "set aside" the appropriate amount of money to fully fund the team and provide the "hosting" forest with the funding required to pay for all support and rehabilitation work they incur.

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b. The current "protocol" for fiscal activity associated with the offset support cost from the gathering, requires the hosting forest to establish a "dummy" code. This is not a fiscally sound method to operate within and puts the hosting forest in a situation of shifting their appropriated dollars from other areas to offset the expenses if funds are not provided from the WO emergency fund to cover the expenses or deficit spending that directly affects the next fiscal year's funds.

7. **Information.** One additional person should be assigned to assist the lead information officer for a period of 1 1/2 to 2 weeks before the 4th of July.

Law Enforcement Operations Summary

INTRODUCTION

The National Incident Management Team's (NIMT) Operation Section is headed by the Operations Chief. Working for the Operations Chief is three Division Supervisors. [REDACTED]

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The Operations Section is responsible for developing plans for enforcement and investigative actions throughout the incident; safety and compliance being the main emphasis with all operations.

OPERATION OBJECTIVES

The primary objective for the 2007 National Rainbow Gathering was to provide a safe environment for officers and the participants as well as minimize the environmental impacts. This objective was met with minimal impact. There were no assaults on officers this year.

Initial operations were concentrated on locating the site for the 2007 National Rainbow gathering. This was a difficult task due to dissention among members of the Rainbow Family. Two sites in Arkansas were initially identified by the Family. One site was in the Fallsville area and one was in the Shores Lake area. On June 23, 2007 it was determined that the Fallsville site would be the primary site. The next phase was to establish whether the members of the Rainbow Family would submit an operations plan in lieu of a non-commercial group use permit. On June 21, 2007 an operations plan was submitted and approved by the Rainbow Family.

Numerous compliance checkpoints were established in various locations throughout the Shores Lake and Fallsville area. These checkpoints were established for the purpose of ensuring compliance of state motor vehicle laws; including driver license, registration and insurance requirements. The checkpoints proved to be very productive and numerous violation notices were issued for motor vehicle, drug and alcohol violations.

[REDACTED]

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A field Incident Command Post (ICP) was established near the gathering site. The Newton County Sheriff's Office established a mobile ICP that was staffed 24 hours a day with communication capabilities.

A constant and firm law enforcement presence was established throughout the gathering. Officers aggressively enforced violations of law and conducted numerous traffic stops.

On one occasion, Forest Service officers in the performance of their duties were interfered with. During this incident Rainbow Family members attempted to incite, interfere and cause general lawlessness towards Forest Service officers. The individuals were yelling and attempted to surround the officers. At that point the officers deployed pepperball guns and warned the individuals to disperse. Most individuals did leave the area once the pepperball guns were deployed, however ten individuals were arrested and charged with interfering with government officials. This event may have worsened had the officers not assumed a command presence and the pepperball guns not been deployed. Due to the leadership, professionalism and common sense of the officers on sight the potential for this situation to have a negative outcome was averted.

OTHER AGENCY INVOLVEMENT

Law enforcement agencies that participated in the incident Unified Command included the Forest Service, Newton County Sheriff's Department, Arkansas Fish and Game, Arkansas State Police, United States Marshal's Office, & the United States Attorney's Office in the Western District of Arkansas.

The incident was located in the Fallsville area on the Ozark National Forest in the southern portion of Newton County, Arkansas. One cooperative law enforcement agreement was executed to manage the incident. Newton County Sheriff's Department received an additional [REDACTED]. The money was used by the Sheriff's Department to supplement officers at the gathering site, to provide for dispatch services for the participating law enforcement agencies and to supplement fuel costs for patrol vehicles. b2, b7c

This agreement allowed the respective agency to provide additional law enforcement patrol efforts and support FS LEOs on any gathering related issue.

The Arkansas Game and Fish Commission assigned [REDACTED] to the NIMT to provide additional patrol support. [REDACTED] were assigned to each of the [REDACTED] and worked in conjunction with LEO's on a daily basis from June 26, 2007 through July 03, 2007. b2, b7c

The NIMT worked with the United States Attorney's office, United States Marshal's Service and the United States Magistrate to set six court dates prior to the end of the gathering. A policy was developed to issue all citations as mandatory appearances if the offense took place prior to the court dates. These hearings were set to occur at the U.S. Forest Service Deer Workcenter. A bay in the workcenter was transformed into a Federal Courtroom at the request of the Federal Magistrate judge. This facility was located approximately 15 miles from the site of the gathering.

Magistrate Judge Marschewski held court on June 29th, July 2nd, July 3rd and July 5th. The court sessions ran very smoothly and proved to be very successful, allowing many cases to be cleared. The Magistrate Judge Marschewski and U.S. Attorney's Office had high praise for the professionalism and patience the officer showed at the gathering in the courtroom.

LE&I STAFFING

Forest Service law enforcement personnel operated within the Incident Command System under the direction of Incident Commander: [REDACTED]

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[REDACTED]

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[REDACTED]

[REDACTED]

b2, b7E

SUPERVISORY PERSONNEL

[REDACTED] were assigned to the incident. They were responsible for daily supervision of their respective shifts, day, evening, and night. Their early arrival was critical in the success of the operation. They did an outstanding job and took on the responsibilities with great enthusiasm and professional dedication. On more than one occasion their quick thinking and calm demeanor coupled with their skills and abilities helped prevent or reduce conflict and confrontation in arrest situations. Positive comments were made by many officers on the incident. Their ability to lead was made evident during those highly intense moments during which the officers were making arrests within the gathering.

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INVESTIGATIONS

██████████ were assigned to the Incident as investigators. They served as primary liaisons with affected law enforcement agencies and supported LEOs by coordinating arrest and prosecution procedures with the US Attorney's Office and US Marshal Service within the Western Judicial District of Arkansas.

b2, b7E

██████████ acted as evidence custodians and downloaded digital photographs taken by officers for court. An evidence storage vault was secured at the Deer Work Center on the Big Piney Ranger District of the Ozark National Forest and an office at the Deer Work Center was used to conduct judicial proceedings.

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The Investigators also coordinated with state and local investigators, including deputies from the Newton County Sheriff's Office. The Newton County Sheriff's Office assisted with investigation and prosecution of all felonies and several misdemeanor cases related to the Gathering.

Six felony drug possession and trafficking cases, 1 felony escape from custody and 2 felony battery cases were forwarded to the Newton County Circuit Court for prosecution.

The following is a summary of items seized by LEOs that were transferred to the agents for storage:

- 2.7 pounds of marijuana (1.2 Kg)
- 35 smoking pipes with marijuana residue
- 20 pieces of miscellaneous drug paraphernalia
- 26 marijuana seeds
- 2 scales
- 10 grams of suspected psilocybin mushrooms
- 1 dose and an approximated 2.5 ml solution of LSD
- 1 gram of Hashish
- 25 MDMA ("Ecstasy") pills and approximately 2.5 grams of suspected MDMA powder
- 73 prescription pills
- 5 unknown pills
- Trace amount of Methamphetamine in a syringe
- .22 caliber Derringer handgun
- \$33,170.00 in cash

Incident statistics as of 7/6/07 are shown in the table below

Rainbow Family Gathering 2007

Cumulative Incident Statistics

Date: **Friday, July 06, 2007** People on Site: **5000**

	Activity					Totals
	Felony Arrests					16
	Misd Arrests					35
	Warrants Served					5
	TYPE OF INCIDENTS:	Incident Reports	Warning Notices	Violation Notice	Arrests/Warrants	
1	DUI	1	0	0	0	
2	Alcohol Related	5	9	63	12	
3	Drug Related	28	5	107	35	
4	Weapons	2	0	1	0	
5	Disord. Conduct	5	9	5	17	
6	Assault/Officer Interference	5	2	11	8	
7	Traffic & Vehicle	70	153	151	5	
8	Vehicle Accidents	1	0	4	0	
9	Medical	3	0	0	0	
10	Juveniles Recovered/Assist.	0	0	0	0	
11	Stolen/Missing Veh. Recovered	2	0	0	5	
12	Stolen/Missing Property, Shoplift.	0	0	0	0	
13	Loitering/Panhandling	1	1	0	0	
14	Nudity	3	4	11	1	
15	Stolen/Damaged Public Property	0	0	0	0	
16	Natural Resource-F&W	12	3	4	1	
17	Public Assists and Other Incidents	30	28	3	4	
18	Occupancy Use/Permit	4	15	9	1	
19	Sanitation	0	0	1	0	
20	Fire	0	0	0	0	
21	Timber	0	0	0	0	
22	Agency Assist	0	0	0	0	
23	Damage to Gov't Property	0	0	0	0	
24	Other	0	0	0	0	
25	Forest Roads & Trails	0	0	0	0	
	TOTALS FOR INCIDENTS:	172	229	370	89	860



Planning/Natural Resource Section Summary

Introduction

The Planning Section was responsible for five primary areas surrounding the management of the 2007 National Rainbow Family Gathering. These areas include (1) incident planning (IAPs), (2) incident mapping, (3) briefing, strategy, and unified command meeting facilitation, (4) natural resource management, mitigation and rehabilitation coordination and (5) incident documentation and final report coordination. The following is a summary of the planning/natural resources section operations and accomplishments.

Planning Operations/Accomplishments

(a) Plan and develop agendas, facilitate shift briefings, daily (2-3 shift briefings daily) strategy/information meetings, incident action planning, unified command and team meetings. The incident briefing schedule was as follows:

Meeting	Objective/ Comments	Attendees	Time
District Ranger/ Forest Supervisor Orientation/ Site Reviews	Overview of previous and current management situation. Met with 3 District Rangers and their staff to provide advice and council and expectations of this year's gathering	District Rangers/ Staff and LEOs	6/13 All day 6/14 All day 6/19 PM 6/20 All day 6/21 All day
Incident Action Plan Development and Briefings	Incident Objectives, Organization, Communications Plan, Medical Plan, Division Assignments, Officer Call Numbers, Contact List, Weather and Safety Messages, Maps, etc (14 IAP's and 19 total briefings)		
Unified Command	Briefing to and input from all cooperators, discussion of needs, objectives, issues and concerns; primarily attended by federal, state, county, and local police and EMS agencies. (1 meeting) Attendance was about 60 individuals.	IC, Team, Cooperators	June 27 1000 - 1200
Strategy/ Planning Meeting	Develop strategy, resource and special assignments, prepared 14 Incident Action Plans	IC, Operations, Special Uses Coord,	1800

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Forest Service/ Rainbow Family Operating Plan Meetings	Discuss implementation of the operation and maintenance plan, identify and resolve resource issues and concerns	Natural Resource Group Leader and Rainbow Family Members	Daily or as needed at 1100 at the gathering site
Incident Close-out meeting	The purpose of this meeting was to transfer the management of the gathering back to the Big Piney Ranger District and the Ozark National Forest. Each section gave a brief summary of how their section contributed to meeting the objectives identified in the Delegation of Authority, their operations, and recommendations for future gatherings. Forest and district personnel asked questions for clarification and gave their thoughts on the NIMT performance in managing the gathering, two state and one county agency officials also participated and provided comments in this meeting.	Forest Supervisor, District Ranger, and Staff, NIMT IC and Section Chiefs, Arkansas Game and Fish, Arkansas Public Health, and Newton County Sheriff	7/09/07 @ 1000

(b) Incident Action Planning

Developed and updated the daily incident action plans (14 IAPs completed). Divisions included Day, Evening, Night and Resource Advisor Shifts. It should be noted that officers were be given a notebook at the beginning of the assignment with an original IAP. Only updated information was passed out at daily briefings for inclusion into the officer notebook. Resource Advisors were also provided daily IAPs and updates. The following information was included in the IAP:

- Incident Cover Sheet
- Incident Objectives (ICS-202)
- Organizational Assignment List (ICS-203)
- Division Assignment list (ICS-204)
- Medical Plan (ICS -206)
- Daily Safety Messages
- Communication Plan
- Site Visitation Guidelines for Resource Incident Workers
- Officer Advisories

- BOLO's
- Special Use Permit, Application, Operating Plan and Correspondence
- Incident, vicinity, forest, and state, and resource/ structure maps
- Contact List
- Officer Guidebook (covered in Operations Section)
- Incident Maps

Note: Copies of all of the Incident Action Planning information is located in the Incident Final Package. A copy of this package is located at the Washington Office, Ozark National Forest Supervisors Office and the Big Piney Ranger District Office in Jasper, AR.

(c) [REDACTED]

[REDACTED]

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[REDACTED]

[REDACTED]

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(d) Unified Command

The Unified Command process and agenda was very successful this year. Because the Rainbow Family was very late picking their site this year, our first and only Unified Command Meeting was not held until June 27. Meeting attendance was about 60 individuals representing a variety of Federal, state, and local law enforcement, public health and human services, emergency, and resource management.

The following topics were discussed at this meeting:

- * Overview of previous Rainbow Gatherings and what communities can expect,
- * Overview of current law enforcement, natural resources and health and safety operations,
- * State and county agencies also provided updates

Copies of the Unified Command attendees, agendas and meetings notes are included in the Incident Final Package. The following is a list of suggestions and comments provided by Unified Command Agencies at previous years close-out meetings that still appear to be accurate:

- * Hospitals need to have early interaction with the National Incident Management Team to gain a clear understanding of potential impacts created by the gathering,
- * All cooperating agencies need to have a clear understanding of the incident objectives in order to send a consistent message to gathering participants, media, and affected communities,
- * Early communication between State public health agencies and the NIMT were extremely beneficial and resulted in our agency being well prepared for the incident rather than reactive,

* [REDACTED]

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- * Missing persons and BOLO's should be provided to all field going incident workers rather than just Law Enforcement; resource advisors working at the site may see individuals that avoid being identified by law enforcement officers.
- * Continue to invite county agencies to the early state briefing even though the Forest Service may not know for sure where the gathering will occur,
- * Overall there was very excellent communications between agencies involved in the incident,
- * There is little published information from previous gatherings to help state and local agencies prepare for future gatherings,
- * The Newton County on-site ICP worked extremely well as a field ICP and the Deer Work Center served well as a temporary courtroom,
- * It would be beneficial for the NIMT to identify impacts/consequences of this event to the forest, state and local agencies (water, sanitation, dogs, drugs, soils, and illegal activities) early on to help agencies prepare for the gathering,
- * Need to construct a multi-agency organizational chart, rather than individual agency to reflect the cooperation that is occurring on the ground,
- * Meeting schedules (Unified Command, MACC, Incident Briefings, etc) need to be attended by all agencies,
- * The NIMT needs to relay to the Washington Office that the National Rainbow Family Gathering has significant impacts to state and local agencies and communities and not just the national forest. There are more than just forest resources that need to be rehabilitated.

The primary issues and concerns identified included: communications, public safety, limited jail space, medical care and emergency response, resource protection, limited resources, financial impacts, animal control and child protection.

All of these issues were resolved or mitigated to the extent possible. The potential economic impacts to Newton and surrounding counties for garbage disposal and unpaid medical assistance are unknown at this time but are expected have a impact on these communities. All participants/agencies attending the meetings were extremely complimentary of the Incident Management Teams operations and overall management of the incident.

The Unified Command System was definitely instrumental in bringing a variety of interested and affected agencies together to meet our common goals. This system did increase the positive relationships between the Forest Service and the affected local communities.

(e) [REDACTED]

[REDACTED]

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(f) Preparation/Coordination of the Final Incident Summary and Final Package

The Planning and Natural Resource Section was responsible for the coordination and completion of the Final Incident Summary and Final Incident Package.

The incident summary (this document) is an overview of all of the incident operations by section which includes an introduction, incident objectives, operations, accomplishments, recommendations, observations, and conclusions. This year the document is available to unified command and local agencies on a CD rather than hard copy as in previous years. This change is based on input from Unified Command members in the past who indicated that they could print out hard copies from the CD if desired.

The Incident Final Package is a comprehensive document which is tabbed and indexed and includes all planning implementation and managerial documents associated with the incident operations. Three copies of this document were completed. One each will be given to (1) Ozark National Forest, (2) Big Piney Ranger District, (3) Incident Commander/Washington Office. This document is an excellent reference for compiling information needed for the operation of large noncommercial group events in the future.

Special Uses/ Natural Resources Section

Introduction

In 1995, a revision of regulations at 36 CFR 251 and 261 requiring noncommercial groups of 75 or more persons to have a special use permit to gather on National Forest System land was implemented. The first permit for a national Rainbow Family of Living Light (RFL) gathering was issued in 2003. Permits were issued for 2003-2005. No permit was issued for 2006 and it was considered an illegal gathering on the National Forest.

2007 Special Use Permit Application

Efforts by the Forest Service to obtain compliance from the RFL regarding the noncommercial group use permit began in the winter of 2006. Communication continued between individuals from the RFL and the Forest Service throughout the winter and into the spring of 2007.

In June 2007, it was agreed upon that in lieu of issuing a permit, an operating plan would be developed in cooperation between the Forest Service and the RFL. A draft operating plan was created that addressed several of the resource issues, including parking, water development, sanitation, resource damage, riparian and sensitive areas, and communication. Although the draft operating plan was never signed, it was recognized as a working agreement and was used as a means of administering the resource concerns for the area.

Forest Special Orders

Only one Special Order was enacted in response to the gathering; 36 CFR 261.53(e). Public Health and Safety. "Bringing or possessing an animal on the general forest area, unless the animal is on a leash no longer than (6) six feet or restrictively controlled." The Ozark National Forest already had an array of Special Orders signed in January 5, 2005, adequate to the issues anticipated in the event. Those orders are listed in Section K of the Incident Final Package binder.

Operating Plan Implementation

Because of the Rainbow Family's unique makeup and culture, it is sometimes overwhelming for a permit administrator or resource advisor to enter the area and try to ensure everyone is staying in compliance with the operating plan provisions. The Family's gathering is not the typical noncommercial group use event, and a large amount of open alcohol and controlled substance use occurs. Aggressive and abusive behavior occurs, and it is important that law enforcement and resource advisors continue to communicate with each other and work together as a team. The constant communication

and cooperation between the resource team and law enforcement this year was a key component in ensuring that the operating plan provisions were adhered to, and the resource team could not accomplish this task without the support of the law enforcement.

A portion of the gathering area was in an archeological site and the forest archeologists were brought in to survey the site. Specific areas were cleared for digging. These areas were given a sign from the resource team to display at their site to verify it had been approved. Along with the camps and kitchens within the archeological site, various other sites within the gathering were approved with these authorization signs. These approval signs were a good way to help resource personnel and law enforcement stay consistent with the enforcement and compliance issues within the gathering.

Water samples were collected from the main stream crossing throughout the week by the forest hydrologist and sent in for testing. Test results showed elevated e-coli and total coliform in the water. Testing should have begun as soon as the RFLI decided on the gathering site; however, there was a history of the water quality in the area. Water testing didn't start until half-way into the gathering, but gave a good indication as to the contamination issues throughout the gathering site. Testing above and below the crossing area would have been valuable and is recommended in the future.

Parking and ingress/egress to the site was a large concern. There were no large areas to park, and the road was a narrow, steep, windy road. There were very few areas to pass or turn around, and cars were parking on both sides causing many traffic jams and becoming a huge safety concern. The weather was rainy, which caused the road and trails to become very muddy and slick. The RFLI was not able to control the parking issue, and it became a health and safety concern. At that time it was decided to close the road half way up to prevent any more traffic from traveling or parking on the lower half of the road. It was also decided that parking needed to only occur on one side of the road to ensure emergency vehicles could travel into and out of the gathering. Participants of the gathering were told that cars on the south side of the road needed to be moved and flyers were distributed. Cars were rigorously towed after a 48-hour warning period. This proved to be an effective means of clearing the road.

The Forest distributed 8 passes to the RFLI for them to use on their vehicles that they used for supply, shuttles, CALM, etc to pass through the closed area of the road. These passes could be for any vehicle performing these functions and the RFLI determined which vehicles they would give them to.

The Special Uses Section Chief had been working with the RFLI throughout the winter and spring on developing a permit or operating plan. He arrived with the National Incident Management Team (NIMT) and began communications with the RFLI and the local Forest Service Offices immediately. Due to personal reasons, he had to return home on June 20th and two Resource Team Leaders were brought in to replace him. This caused a temporary communication breakdown between the local district Resource Advisors and the team. There were [REDACTED] local Resource Advisors that were out on the ground walking through the gathering every day. During this time they wrote 43 incident

b2, b7E

reports and 5 warning notices. They spent a majority of their time inside of the gathering speaking about safety concerns, resource issues and making a presence. They usually [REDACTED] Considering they worked without any guidance for nearly a week, they did an outstanding job and should be commended for their efforts. b2 b7E

Resource Concerns

Environmental and resource issues that were of concern during the event:

- Nearly half of the gathering was on top of an archaeological site.
- Garbage accumulation; not bagged or disposed of adequately.
- Kitchens/camps/tents/slit trenches located too close to water sources.
- Slit trenches and gray water holes were not deep enough.
- Dogs off leash.
- Public nudity.
- Illegal parking.
- Illegal drug use.
- Traffic violations.

Resource protection is the primary concern regardless of how the gathering is managed by the Forest Service; therefore, once the location has been determined, the special uses administration team and district/forest staff should immediately begin work on-the-ground to flag and post needed areas. Do not wait! Also, develop and produce standard signs with a cache of carsonite posts to be stored in the NIMT trailer for immediate use by the affected district/forest next year. Delay in production of signs can cause noncompliance headaches. Suggestions are:

- "Parking in Designated Areas Only"
- "Designated Parking Area"
- "Road Closed"
- "Do Not Enter This Area"
- "Administrative Use Only"
- "No Camping Within _____ Feet of Water Source"
- "This Location/Fire Pit/etc. is Approved by Forest Service Resource Advisors"

The cost for the carsonites would be approximately \$700 for 100 posts, and the signs would be an additional \$300.

An informational poster should be made and placed on each road entrance into the gathering site as well as at the Welcome Home location and the gathering information station. The poster should be large, laminated, and could be prepared with 'Rainbow Colors.' Smaller versions should be made so they could be issued as handouts at kitchen and "camp" locations. Suggestions for poster are:

PLEASE...TO PROTECT THE RESOURCES....

- CAMP ____ FEET FROM WATER SOURCES
- PLACE SLIT TRENCHES, COMPOST PITS, & GREY WATER PITS ____ FEET FROM WATER SOURCES. CHECK WITH FOREST SERVICE OFFICERS BEFORE CONSTRUCTING.
- CONTACT FOREST SERVICE OFFICERS BEFORE LOCATING KITCHENS AND WATER SYSTEMS
- DON'T CUT OR DESTROY LIVE VEGETATION OR TREES WITHOUT FOREST SERVICE PERMISSION
- USE ONLY DOWNED AND DEAD TREES FOR FIREWOOD
- ESTABLISH COMMUNITY FIREPITS RATHER THAN INDIVIDUAL ONES
- KEEP YOUR DOG ON A LEASH
- PROPERLY BAG AND DISPOSE OF YOUR GARBAGE DAILY
- DON'T DIG OR DISTURB RIPARIAN AREAS
- NO PUBLIC NUDITY

Recommendations/Observations

The following reflects the Planning Section Chief's observations and recommendations for meeting this year's incident management objectives and for managing future National Rainbow Gatherings and other large noncommercial group use events.

* Overall, I believe the Incident Management Team, Forest Supervisor, District Ranger and staff, resource specialists, and our cooperating agencies and partners did an excellent job in managing this year's gathering. All operations were conducted in a safe, professional and efficient manner. There were no major injuries to Forest Service employees or cooperating agency personnel.

* Communication both internally and with our cooperating agencies was excellent. This resulted in safe and efficient operations for law enforcement, resource specialists, and emergency management services, and public health officials.

* The Unified Command was very successful and enhanced relationships with numerous federal, state, local governments and agencies as well as local communities. The outstanding support from the Newton County Sheriff's Office, Arkansas Game and Fish Commission, Arkansas Department of Public Health and local forest resources was instrumental in the overall successful management of this event.

* A special thank you is also in order for the Medicine Bow-Routt National Forest who sent two employees with experience with Rainbow Family Gatherings to assist the Team/Forest when our Special Uses/Natural Resource Supervisor had to return home for personal reasons. Their assistance was extremely valuable to the team as well as local specialists and resulted excellent resource management of the event.

* An operation and maintenance plan which was developed in lieu of a noncommercial group use permit appeared to be more widely accepted by the Rainbow Family and most structures, improvements, etc. were in compliance with this plan.

* Based on incident staffing levels, I believe that law enforcement and resource protection officers did an excellent job managing the event. It appears that all resource concerns were mitigated or can be rehabilitated in a relatively short timeframe (1 year).

* [REDACTED] [REDACTED]

* [REDACTED] [REDACTED] b5

* Based on personal observations and incidents that occurred at this year's Rainbow Gathering [REDACTED] b2, b5, b7E

[REDACTED] b5

[REDACTED] b5, b7E

[REDACTED] b5

[REDACTED] b5

* [REDACTED]

[REDACTED] b5

Conclusions

I believe that the objectives set for the overall management of the incident which were based on the direction in Delegation of Authority were met by the Incident Management Team, forest and cooperating agencies. All law enforcement and natural resource operations were conducted in a safe and efficient manner. Internal and external communications were excellent and the Unified Command System worked extremely well.

Heath & Safety Summary

Incident Objective

The first and primary objective for the Incident Management Team, and the primary duty of the Safety Officer on this incident was to ensure that the safety of employees, assigned personnel, the public, and event participants are considered throughout the course of the event. This objective was met.

The Safety Officer provided support to NIMT in meetings, and to the remaining three Incident Objectives:

Establish and maintain internal and external communications and relationships with cooperating agencies, federal, state, county, and local government officials, private landowners, local businesses, communities, and the rainbow family.

Protect resources and coordinate rehabilitation.

Manage the event proactively as a noncommercial group use consistent with Forest Service Regulations and Orders.

Issues & Concerns

The major health and safety issues and concerns that were identified for this incident were summarized into nine general categories: In general they were similar to those identified in previous gatherings but were updated once the location for the 2007 gathering had been identified to incorporate local needs and conditions. They were identified as:

- * Overall Public Safety.
- * Safety of all Incident Personnel- Law Enforcement Officer's and Resource Incident Workers.
- * Public Health - Infectious Diseases.
- * Emergency Medical Service.
- * Potable Water Quality.
- * Solid and Human Waste Disposal.
- * Food Preparation and Storage.
- * Site Specific Environmental Factors, such as Forest Service access roads and wild land fire potential.
- * Travel issues related to vehicles and driving.

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 were also made 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 and follow-up phone conversations were conducted with participating agency personnel and health care providers.
- * Site visits were done by health and safety personnel to survey, monitor and identify risks and hazards. Follow up visits were conducted to address health and safety concerns that impacted the local communities as well as Rainbow Family Gathering participants.
- * Incident personnel were briefed on a daily basis to identify safety and health concerns. Briefings took place in the Incident Command Post for law enforcement officers and IC Team members. Local resource people were briefed on site at daily "tailgate" safety sessions before going out into the field. Shift commanders briefed personnel throughout the day as needed when issues of concern arose.
- * Safety briefings of assigned personnel were included as the daily operations shift briefings.
- * Incident personnel and cooperators were provided with information about special health concerns, such as potential known diseases and possible infectious disease potential of high-risk transports.
- * Contacts and interaction were made and maintained with personnel from the State of Arkansas Department of Health Human Resources (DHHR), Bureau for Public Health, DHHR Bureau for Children and Families, County EMS System, County Public Health Department, Area Fire Departments, Local Hospitals and Medical Centers, and a local Veterinary Clinic.

Appropriate procedures and actions to mitigate or minimize exposure by identifying concerns were discussed with personnel at briefings. Cooperation with Health Services in the surrounding communities as well as EMS personnel provided input from a local perspective. Their suggestions for mitigation measures were incorporated into our action plans throughout this incident.

Biohazard bags were made available to each patrol unit for use in the event for potentially infectious material. Biohazard bags were also provided to Rainbow CALM units by local EMS. Harrison Hospital will retrieve biohazard bags from the Rainbows for proper disposal. Sharps containers were given to all patrol units for disposal of needles or other sharp objects. Two trauma kits were available for Law Enforcement Officers, EMT's, the Shift Supervisor, Safety Officer as well as the Incident Command Post to provide emergency medical supplies in the event of an on-scene medical emergency. Trauma kits were not used.

Biohazards generated was disposed of through the local hospital in Harrison AR. As of this date July 9, 2007 the Rainbow CALM unit still has not provide all their biohazard bags (three) to the Newton County Ambulance Service as agreed but it is expected they will do so before the CALM units are dismantled. Two of the three biohazard bags were delivered to the county ICP where they were transferred to the hospital in Harrison by State Game and Fish officers for proper disposal. A local nurse who was attending the Rainbow Gathering said she would dispose of the biohazard material at her hospital if necessary.

One pre-located helicopter air ambulance landing zones was identified and its location given to DHHR, EMS System, air ambulance services. Ozark NF helicopter manager identified the landing site by GPS. Incident Safety Officer provided the GPS coordinates to EMS.

Water Quality

Water sources were developed by the rainbow gathering participants and piped through PVC pipe and water lines to various locations. County Environmental Health Department were invited along with local F.S. Resource incident workers to inspect the water lines and sources. The Forest Service will sample water quality during rehabilitation and develop a monitoring plan based on initial results but did not sample Rainbow water system during the gathering.

The Rainbow participants were advised that water on the site is non-potable and needs to be chemically treated, properly filtered and boiled for consumption. Participants were encouraged to bring their own potable water from known safe sources.

Water in Buffalo Creek was tested and had very high levels of fecal coliform and e.coli. Rainbow CALM units were notified of Buffalo Creek tests results.

Wildfire and Potential Evacuation Situations

General fire weather / wildfire conditions were evaluated in the area that the gathering took place. Because of an unusual weather pattern the 2007 Rainbow Gathering received daily rain and the threat of a wildfire was not a concern.

Trash And Human Waste

Accumulation of solid (garbage, paper, cans and bottles) and dog, human waste, (feces and urine) were identified as a concern to all parties involved in the gathering. Issues discussed included solid waste accumulation - include odors, insects and animal attraction and possible potential spread of disease.

Direct impacts to the live streams in the gathering area is of great concern. Water testing on the stream that flowed through the gathering site showed very high levels of e-coli and fecal coliform.

Human waste issues at the annual Rainbow gatherings often include failure to develop an adequate number of toilet facilities. At this years gathering the local FS resource advisors identified enough sites and the low number of participants allowed for adequate number of slit trenches however there was still a failure by some individuals to use developed toilet facilities or to bury individual waste, disposal of feminine hygiene products and condoms. This may contribute to the potential for contamination of downstream waters. Long-term environmental effects of such volumes of concentrated human and animal waste will continue to remain a concern to resource managers involved with this gathering, although the actual impacts are largely unknown and these impacts may not be evident for some time. Local resource advisors should monitor this site and for local public safety it should be closed until water samples are clear.

With the 2007 gathering in Arkansas this year the high summer heat and humidity compounded odor, health, and insect problems. Most individuals attending the gathering as well as IC team members and local resource people encountered bites by chiggers (red bugs). Ticks were also a concern although only one FS LEO found an embedded tick on herself.

Local resource advisors directed efforts to identify locations to build slit trenches, pit toilets, and locations for kitchens and waste pits. Rainbow Family members followed the recommendations of the resource advisors and only developed those specific sites.

Latrines or slit trenches, and waste pits were allowed. These latrines and waste pits were placed a minimum of 300 feet away from running water. The latrines and waste pits were inspected and approved by designated F.S. resource workers and Special Use Permit Administrators.

Use of lime and ash was encouraged to the Rainbow Family members at latrine locations to breakdown waste and discourage the presence of flies within the pits. Once the pits were filled, waste should be covered by topsoil and a new pit dug near the old pit. It is not believed that any new pits were built due to the low numbers of participants.

Food Preparation and Kitchens

Kitchen locations were identified by local resource advisors. Food preparation is under the control of the Rainbow Family. Numerous food and coffee kitchens and bakeries were part of the food service facilities constructed on site. In addition, a number of Rainbow family members prepared their own meals at individual campsites.

Kitchens and wash water and food waste (gray water) were disposed of at least 300 feet from running waters.

Public Health

Due to the nomadic lifestyles and personal hygiene practices of a number of the gathering participants, outbreaks of communicable diseases are a possibility. 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 will be provided. Safety briefings addressed prevention measures for reducing exposure to these diseases. Biohazard bags and sharp containers were made available to each patrol unit.

Information regarding the availability of emergency medical services and local environmental health hazards provided to the workers at the CALM units.

The Safety Officer made frequent visits to the primary and secondary CALM units in the gathering area. Information was exchanged with the Safety Officer and the local EMS, State and County Health and Safety workers. No medical supplies were provided to gathering participants by the US Forest Service. Local EMS services provided three biohazard bags to the CALM units via the FS Safety Officer.

CALM

The Rainbow calm units are typically well staffed with a variety of nurses, EMTs, naturopaths and other related health care individuals of varying skill levels. One doctor (not currently practicing) was on site as well as another doctor who could have been available if needed. A rainbow vehicle was identified for use for patient transport and a special pass was given to the CALM unit to allow the vehicle to transport patients in and out of the gathering site.

Calm unit reported to the Safety Officer various medical incidents at the gatherings. This year there were numerous tick and chigger bites, four snake bites (copperhead), Possible spider bites, several broken bones, several cuts which required stitches, and an outbreak on meningitis which required the attention and intervention of State Health Dept.

The bacterial meningitis was of the Neisseria strain and is highly contagious. The NIMT working with the State Dept. of Health conducted a rapid and aggressive outreach to identify and treat all individuals who were possibly exposed. Over the course of two days

45 people were identified and treated effectively stopping a potentially serious outbreak which could have been spread nationwide as people prepared to leave the gathering site.

Environmental Factors

The primary access routes into the gathering site were County and Forest Service roads. These routes were also used by recreational users such as motorcycle riders, mountain bike trail riders, hikers, and local forest visitors who came out to see the Rainbow Gathering. Concerns related to the significant increase of traffic on these roads include congestion on the roadways, visibility, the narrow segments of the road and the temporary mixing of different user groups, some of which are not familiar with mountain driving techniques could create a variety of road/ traffic related safety hazards. Weather conditions produced daily heavy rainfall which made roads slick and muddy. Sections of the road were very steep and following thunderstorms water rushed down the roads making sections hard to navigate. Parking along the road also caused problems for safe passage and numerous vehicles had to be towed by local towing services.

Weather forecasts will be given to incident personnel at daily briefings.

Ticks, mosquitoes, chiggers (red bugs), spiders, and several varieties of poisonous snakes were within the gathering area. Lyme disease has been identified in Arkansas and was considered important health related issues as well as possible rabies. One FS LEO found an embedded tick on herself and filled out a tick form (on file with the Safety Officer). After visiting with local health officials to determine the extent of the problem the Safety Officer provided information to incident personnel in daily safety briefing.

Safety of Incident Personnel

The personal health and safety of all agency personnel assigned to and supporting this incident are the first priority for the National Incident Management Team.

Safety focused on twenty-two primary areas of concern to incident personnel. These were:

- Travel issues related to vehicles and driving.
- Vehicle maintenance.
- Law Enforcement Officer Safety.
- Law Enforcement K-9 Officer Safety.
- Safety for Resource Incident workers & Special Use Permit Administrators.
- County Public Health workers safety.
- Local public visitation safety.
- Unsafe Situations.
- Threatening behavior .

- Physical Contacts, Assaults.
- Blood Borne Pathogens.
- Needles and Sharp Objects.
- Over all health issues.
- Environmental and Situational Hazards.
- Infectious Diseases.
- Availability of Emergency Medical Services.
- Animal Bites.
- Mental Alertness.
- Body Lice/Fleas.
- Stress – Fatigue – WORK/REST-RATIO---
- Radio Communications / cell phone coverage.
- Sources of Food & Drink.

Five primary methods were used to distribute information about health and safety concerns; (1) daily briefing, (2) written safety messages and alerts (3) safety meeting with the Ranger District personnel, (4) one on one conversations with personnel by the safety officer, (5) meetings with local and county public health and safety and EMS workers.

Verbal and written safety messages for incident personnel was developed by using direct observation, discussion and consultation with state, county and local officials, and background information from prior Rainbow gatherings, Officer input and information provided by local Forest Service resource personnel.

The Incident Commander, L.E. Operations Section Chief and Division Supervisors supplemented the general safety messages with specific Officer safety messages related to planned enforcement missions, this was usually verbal and geared towards a specific assignment as it was about to take place.

Safety visitation guideline for resource incident workers was developed for site visits, conduct and general safety. A resource advisor Job Hazard Analysis was prepared for these incident workers and they help daily tailgate safety briefings.

The IC team followed these 22 areas of concerns and adapted them and include new conditions as they arose.

As always Forest Service employees were not enter the gathering site alone and use the buddy system so they always had someone else with them.

Medical Plan and EMS

A Medical Plan was developed for the incident with input from local Forest Service employees and the State of Arkansas Health Dept., DHHR Services, ambulance crews

and area hospitals. Area ground and air ambulances were identified along with Medical Centers, and Hospitals. This information was shared with the main CALM unit at the gathering site.

All medical resources were ordered and coordinated through the local EMS System and Services Dispatch Center. For the majority of the medical services required the Rainbow CALM unit provided transport to the closest medical center in Clarksville (Johnson county).

Statistical Reporting

Except for emergency medical transports a precise tracking of the effect of the National Rainbow Family Gathering on the area medical facilities can be difficult to obtain. Health care facilities or clinics often require payment at time of non-emergency services. Contact with Hospitals in areas surrounding previous gatherings indicated an increase of indigent care cases.

The specifics of request for public assistance (welfare) resulting from the Rainbow Family Gathering is not known. It is presumed there could be a large impact to the small communities and lost among the statistics of the larger cities near by. Local individuals have given goods to the Rainbows during previous gatherings. Local churches, food banks, and animal shelters may also have experience increased requests for assistance during this timeframe that cannot be accurately reflected in this document.

The safety Officer has contact all area hospitals and medical centers as well as ambulance transport to gather statistics and costs where available. They will be made available once received and compiled from the health care facilities. Privacy notification laws may make accurate reporting difficult. No air evacuations were necessary at this years gathering.

No incident personnel were injured and had to fill out the required to fill out a CA-1's (Traumatic Injury and Claim for Continuation of Pay Compensation). Potential incidents of exposure to meningitis, stae infection, and ticks required CA-2's (Notice of Occupational Disease and Claim for Compensation) to be filled out as a precautionary measure. This was done as a group CA-2 and kept by the Safety Officer. One LEO found an embedded tick on her and filled out a tick form should she later experience problems. There was one vehicle accident where a LEO vehicle hit a deer. The officer was not injured and the accident was witnessed by a Sate Game and Fish officer who felt it was unavoidable. Excessive speed was not a factor, officer was going approximately 45 miles per hour.

COMMUNICATIONS SUMMARY

I arrived at [REDACTED] on the evening of [REDACTED]. The following morning the team got together and it was stated that the location of the gathering was not known as of this time. My assistant [REDACTED] arrived that evening. The following days were used to gather as much information as we could to try and determine where the gathering would be. b2, b7E b6, b7C

We also contacted and met with the local I.S.O. Lead [REDACTED] gathering information on possible locations to place the incident repeaters once we found out the location of the planned gathering. b6, b7C

[REDACTED]

b2
b6
b7E

[REDACTED]

b2, b5, b7E

[REDACTED] All went smooth. All radios, handheld and mobiles were removed and/or returned. The Boise radio equipment was inventoried, sealed and arrangements made for shipment. b2, b7E

Incident Information Section

INTRODUCTION

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

- Provide for internal and external information exchange through a Communication Plan.
- Manage media contacts within the framework of established agency policy.
- Ensure agency cooperators, congressional staff, local officials, and the public are kept informed as to the progress of the event.

OPERATIONS/ACCOMPLISHMENTS

The team arrived in [REDACTED] The information office was set up in a conference room at the Holiday Inn in Fort Smith which was used as the Incident Command Post for the team. b2, b7E

Staffing: Incident staffing consisted of the lead Information Officer (IO) with assistance from the Public Affairs Officer for the Ozark-St Francis and Ouachita National Forests. The PAO was located in Russellville, AR. On June 30, a forest employee with a public affairs background started assisting the lead IO with on-site community contacts and media.

Communication Plan: The lead IO met with the forest PAO in Russellville on June 26 to finalize a communication plan that she had already drafted. The plan was very comprehensive and included coordination of internal and external information. The plan was shared with other PAOs on the forests and the Regional Public Affairs Office.

Internal Communication: The team IO provided an internal update to contacts in Washington Office, Regional Office and Supervisor's Office. Copies of news releases were also sent to this group. The internal updates, along with news releases, were shared with the regional leadership team and all forest personnel. Information included the approximate number of people on-site, quantity and type of violation notices and assessments of resource conditions provided by law enforcement and resource advisors. The internal update, distributed from June 19 through July 6, was intended to be of limited distribution and was approved by the Incident Commander before forwarding. The Ozark National Forest provided forest employees with a Rainbow Gathering

question and answer sheet and other written material about the Rainbow Family and national gathering. During safety stand down meetings conducted on June 13, information about the Rainbow Gathering was shared with all forest employees. The lead IO attended shift briefings to update law enforcement personnel on expected media visiting the gathering and to remind officers to direct all media questions to the lead IO. An area was created at the ICP for postings of news clippings and daily updates for incident personnel. Internal updates and news releases were forwarded to all team members.

External Communication: The forest PAO used her existing email lists to share news releases with external contacts. Six news releases and one media advisory were distributed to many key contacts from chambers of commerce, businesses, media and various agencies in the surrounding communities. Communication with the media was handled primarily by the lead IO with assistance from the forest PAO. Most of the phone calls that the lead IO received were from the media. The forest PAO and front desk personnel at the SO and district offices handled calls predominantly from media and Rainbows complaining about the violation notices they got at the gathering. There were also some calls from landowners, recreationists and parents looking for their missing children. Daily call volume was low to moderate.

Managing the Media: Since the gathering site wasn't announced until a week and a half after the team arrived, media interest didn't begin until around June 19. After that, media interest came mostly from the local area and remained relatively low throughout the incident. Interviews with newspapers, radio, and television stations were coordinated through the lead IO. The lead IO made contact with eight newspapers, four television stations and one radio station.

Media started visiting the gathering site around the time the court proceedings started (June 29). The IO was required to stay at the court proceedings to handle media so it was not possible to rendezvous with the media at the gathering on the court dates. In addition, poor to no cell phone service near the gathering site made it difficult to communicate with media while on-site.

Television interviews were conducted in Fort Smith, at the on-site command post and at the site where court was being held. Information was disseminated to the media frequently and proactively. The coverage was quite fair, accurate and well-balanced. The lead IO maintained a good working relationship with the media.

VIP Visits – There were a few visitors from the WO, RO and USDA that took a tour of the gathering:

[REDACTED], Assistant Director for LE&I, Washington Office

[REDACTED], Deputy Director for LE&I, Washington Office

[REDACTED], Special Agent in Charge, R8

[REDACTED], Assistant Special Agent in Charge

Kari Smith, Special Assistant to the Under Secretary for Natural Resources and the Environment

b6, b7C

b6

Local Officials, Agency Cooperators, and the Public: Ensuring that local officials, agency cooperators, and various publics were kept informed about the progress of the event was vital.

NIMT members held a meeting in Clarksville, AR, on June 20 to talk about the impacts of the gathering. Attendees included representatives from various law enforcement agencies and emergency management offices.

One Unified Command meeting occurred on June 27 in Deer, AR. The NIMT provided an overview of what the impacts to local communities and services have been from past gatherings and what to expect from this year's event. The team answered questions from cooperators and identified community issues and concerns. The meeting went very well and generated useful dialogue with cooperators.

A community trapline was established for businesses in Johnson County and Newton County that were located along the route to the gathering site and were being impacted by Rainbows. The lead IO shared information about the gathering with businesses on the trapline every couple of days. The lead IO also made a personal visit to the Boston Mountain Ranger District, Pleasant Hill Ranger District and Clarksville Chamber of Commerce.

Trapline locations:

Highway 21 Corridor

Country Market
Scat-n-Chat Store
D&J Country Store
Fallsville Store
Nail Store
On-site command post
Clayborn's Grocery-Deer
Walmart-Clarksville

Forest personnel worked to inform local government officials, state and federal delegations and forest users about the status of the gathering and potential problems for local government. Forest Service law enforcement received outstanding cooperation from the Newton County Sheriff's Office and Arkansas Game and Fish Commission.

Recommendations/Observations

1. [REDACTED]

b5

[REDACTED]

[REDACTED]

[REDACTED]

b5

[REDACTED]

b5

Administration Summary

Administration:

The Administration Section includes Finance, Logistics and LEIMARS. This section is responsible for providing administrative support and service to the National Incident Management Team (NIMT) and personnel ordered for the NIMT. Specific areas include: budget preparation and expenditure monitoring; lodging; transportation; supplies; timekeeping; arranging command post and shift briefing facilities and ensuring all Incidents and Violations are entered in the Law Enforcement and Investigations Management Attainment Reporting System (LEIMARS).

Operations/ Accomplishments:

The team's strategy was to minimize costs by utilizing existing systems such as computers, equipment, hold-over vehicles, operating from public buildings and using local employees as incident personnel. This provides on site employees the opportunity to earn overtime and eliminates the travel and per diem expense of mobilizing resources from other forests and regions.

The "Rainbow Incident" is funded at the Washington Office level. The funds provided for this operation are intended to support the costs of the NIMT and their ordered personnel. This year's NIMT budget was \$694,000. All Law Enforcement and Investigation (LE&I) personnel including LE&I administrative staff are paid for overtime only from the NIMT. The current funding level does not allow the team to cover the true costs of all personnel assigned to the NIMT. The NIMT provided \$10,000 to the Ozark-St. Francis National Forest to offset the support costs they incurred to assist the NIMT during the gathering.

The Incident Commander (IC) and Administrative Officer (AO) prepared a draft budget in April and a review of the NIMT cache trailer inventory was performed and necessary supplies for safety and LE&I needs were ordered. Team members arrived on site with adequate supplies for their functional area enabling them to begin work immediately in the event the gathering was in a remote location where procurement of supplies would be difficult.

All personnel were dispatched through established dispatch procedures. An initial incident number was established by the Kentucky Interagency Coordination Center for the pre-staging of the core NIMT members. All personnel were name requested through the KICC.

Incident personnel were located in [REDACTED] [REDACTED] was selected because they were able to provide incident personnel with continuous lodging for the

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entire detail. This eliminated the added stress of moving to other locations by personnel and the logistical issues related to tracking where personnel were located each day. The Ozark-St. Francis NF provided the NIMT with the Deer Creek Work Center free of charge to use as a remote Magistrate's court.

The treatment of AUO for Law Enforcement Officers and LEAP for Special Agents was addressed at the National level. The declaration of a non-natural disaster emergency by the Secretary lifted the biweekly maximum earnings limitation. This also allowed flexibility in granting time away from the incident for R&R.

This year, Region 8 provided three administrative assistants and Region 4 provided one. LEIMARS support is also assigned to the administrative area to enter all incidents, warnings and violation notices into the LEIMARS system. The admin area provided all documentation related to statistics gathering and prepared court dockets for four court dates.

A total of [REDACTED] was committed to the Newton County Sheriff Department for Cooperative Law Enforcement Agreements. The Arkansas Game and Fish Commission provided officers to support and conducted patrols during the timeframes of the gathering, working side by side with the Forest Service during each of the three shifts. They provided this service free of charge.

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Recommendations/ Observations:

Provide additional funding for the IC and AO to start when they begin preparing/figuring the budget for the incident, many hours of "Free Time" is given in the initial beginning stages of preparation of the budget; as well as the closing and wrap-up of the incident. There is no funding allocated for the AO or IC to finalize and close out all the paperwork of the incident once they return to their home units and their regular jobs.

Establish adequate funding for the NIMT to cover base and overtime costs for their ordered personnel and for the site Forest. Current budgeting does not allow for the true cost of the incident to be appropriately accounted for fiscally. The actual costs of the incident will be nearly impossible to capture as many items were borrowed or used at no cost, and many salary costs are not charged directly to the incident. All base time for LE&I employees were charged to home units. A system needs to be developed to properly capture all true costs associated with the incident.

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Bring on some administrative support positions for the NIMT when core members pre-stage. This will assist in the initial set up efforts by ensuring the necessary purchasing and timekeeping duties are handled while AO focuses on establishing contacts with forest.

Conclusion:

The assistance provided by the Ozark-St. Francis NF was instrumental in creating a smooth transition into the community for the NIMT. Local businesses proved easy to work with and many times put extra effort into providing necessary resources for the team. The administrative section is appreciative to the individuals that contributed their time and expertise to the operation.

