

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

2001 Rainbow Family Gathering

Prepared by the National Incident Team

BRIEFING PAPER

2001 RAINBOW FAMILY NATIONAL GATHERING

BACKGROUND:

The Forest Service is the primary agency affected by the annual Gathering with responsibility for protection of natural resources and public health and safety on National Forest System lands. In the last eight years, the Gathering has been held on various National Forests:

- 2000 - Beaverhead/Deerlodge National Forest, Region 1
- 1999 - Allegheny National Forest, Region 9
- 1998 - Apache-Sitgreaves 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.

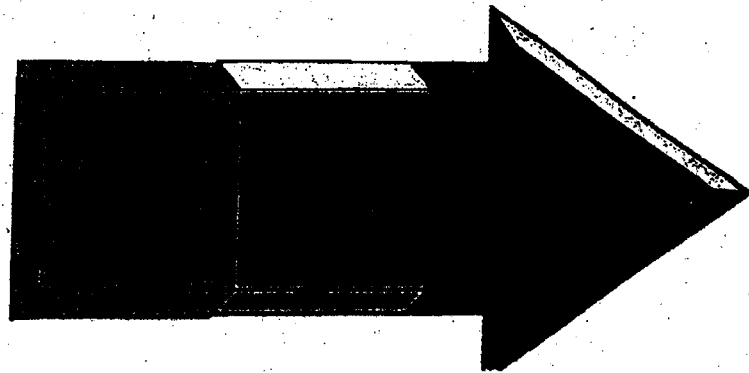
CREATING AN ORGANIZED RESPONSE:

In 1997, the National Leadership Team developed a strategy for managing the 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 Team. This is a 'Short Team' consisting of the Incident Commander, Safety Officer, Information Officer, Planning Section Chief, Logistics/Finance Section Chief, Operations Section Chief for Law Enforcement and Communications Section Chief. 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.

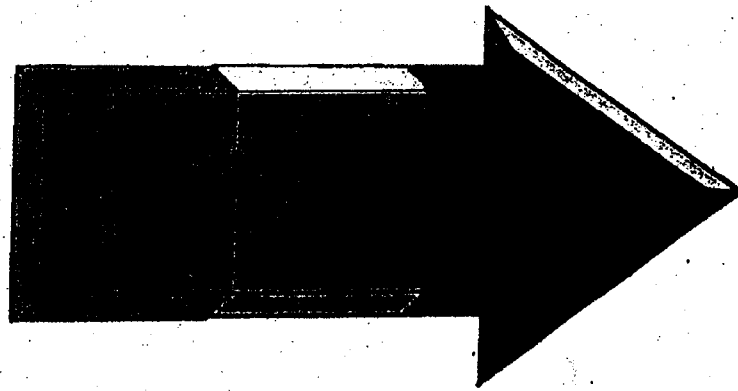
In the future, this National Incident Team could be utilized on other types of incidents with unique social and law enforcement elements such as natural disasters or protests.

ABOUT THE RAINBOW FAMILY.....



The Mini-Manual for Rainbow
Family duplicates the one in
the 2000 briefing packet. (19 pages)

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 National Leadership Team, was modified to reflect a change in the 1998 IC overhead team and to update the current members of the Working Group.

TYPE OF ACTION REQUESTED: Decision on Forest Service approach to provide public safety and protect natural resources during large group activities.

BACKGROUND: At the winter National Leadership Conference the following DECISIONS were reached:

To establish a consistent national approach to managing large group activities that redeems our responsibility for the protection of life and resources, and maintains credibility with our publics. The following strategies were agreed to:

- ~ Management of Activity: The activity will be managed by a nationally appointed overhead team.
- ~ 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 \$500,000.
- ~ 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 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 are:

John Twiss, Forest Supervisor, Black Hills NF

██████████, LE&I, WO

Ken Karkula, RH&WR, WO

Dennis Neill, Public Affairs, Region 2

██████████, Special Agent, North Carolina Zone

██████████, Special Agent, Missoula, MT

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Highlights of the Forest Service Strategy are:

- ~ Seamlessly integrate law enforcement personnel and actions into the total management of an event.
- ~ Recognizes that large group attendees are customers who, within law and regulation, have the right to gather on the national forests.
- ~ Acknowledges the religious aspects and other Constitutional rights of large group activities.
- ~ Recommends the use of resource protection and public safety tactics like Supervisor's Orders and road checkpoints.
- ~ The Assistant Director for LE&I, Operations and Policy, will collaborate 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 cannot be compromised during large group activities. As a minimum:
 - * Have in place communication systems such as radios and repeaters.
 - * Firearms and other appropriate defensive equipment will be worn and visible at all times for authorized personnel.
 - * Within the activity, personnel shall have equipment appropriate to administer the permit.
 - * Through cooperative agreements, personnel will 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), will be met.

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

Education: by distributing printed materials, forest officer contact, and at road checkpoints.

Engineering: by actions such as locating events in areas that can tolerate large numbers of people, that are away from critical wildlife habitat and cultural sites, and that 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.

2001 INCIDENT MANAGEMENT OBJECTIVES

The National Incident Management Team objectives for Forest Service management of the 1998 Rainbow Family Gathering 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 to the extent possible, mitigate social and political impacts to the local Forest unit, other Forest visitors and communities.
- ☞ Respect the civil rights of Gathering attendees, Forest Service employees and members of cooperating agencies in all management activities.

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

- ① Coordinating with the local unit, communities and Rainbow Gathering attendees.
- ② Cooperating with Federal, State and local agencies.
- ③ 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.
- ④ Operating in a financially responsible manner and, at a minimum, remaining within allocated budget.
- ⑤ 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.

2001 Rainbow Family National Gathering
Talking Points

1. The Rainbow Family of Living Light holds a National Gathering every year.
 - The Gathering site is on National Forest System lands, but the Forest Service does not know the exact location of the Gathering usually until mid-June.
 - The Rainbow Family has been holding a National Gathering for 28 years.
 - Approximately 18 to 25 thousand individuals attend the Rainbow Family National 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 U.S.D.A. 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 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 Command 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 community meetings, the media and daily updates.

 - Assign safe travel routes, enforce Forest road regulations and minimize the environmental impacts associated with parking large numbers of vehicles.

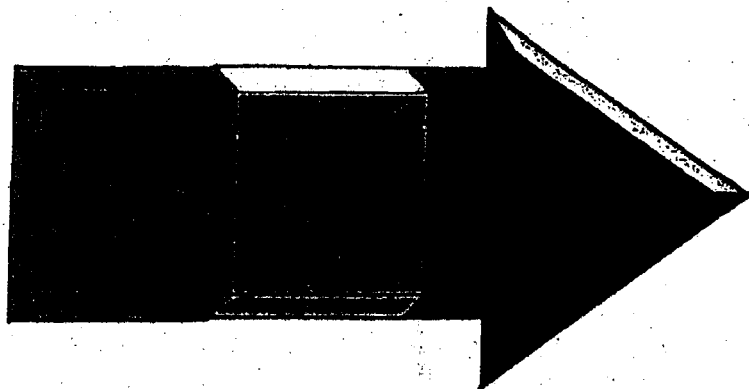
 - Protecting resources with guidance in reducing displacement of wildlife, ensuring provision of adequate sanitation, and mitigating effects to meadows and riparian areas and cultural resources.

 - 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 volunteers that remain 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.

GATHERING MANAGEMENT ISSUES.....



RECURRING ISSUES:

Large events such as the Rainbow Gathering has 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.
- * Impacts to local medical services providers.
- * Relationships between the local unit and the affected community, nearby residents and American 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.
 - 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

Bloodborne 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 were seen 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.

Interference 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 where large groups of people are present.

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, and many 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.

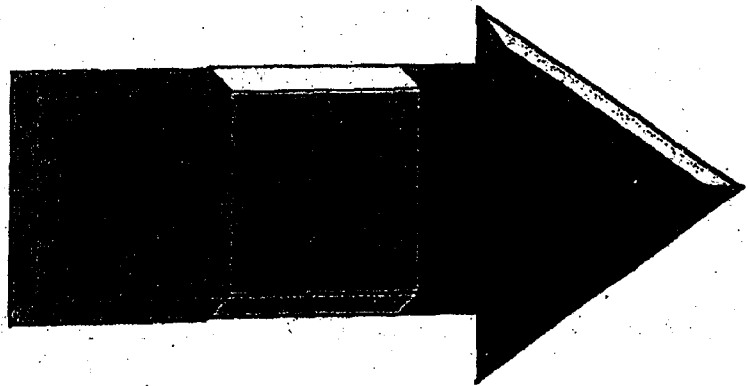
Stolen Vehicles: Each year stolen vehicles are recovered and subjects arrested at Rainbow Family gatherings. Law enforcement personnel may encounter stolen vehicles during routine traffic stops and enforcement actions.

Sexual Assault: Sexual assault has 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 substances 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. 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 vehicle accidents, including fatal accidents, have occurred in the past.

ABOUT THE INCIDENT TEAM.....



2001 NATIONAL INCIDENT MANAGEMENT TEAM

██████████ – INCIDENT COMMANDER

██████████ is a U.S. Forest Service ██████████ in Asheville, North Carolina, but is currently on a temporary detail to the Washington Office as the Incident Commander and National coordinator for non-commercial group uses. He has worked for the Forest Service for 30 years; all in Region 8 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 switched to ██████████, working primarily in drug enforcement in Tennessee. A year and a half ago he took on the task of building the (Law Enforcement and Investigation) LE & I program at Land Between the Lakes National Recreation Area while also functioning as an Assistant to the ██████████ for special projects in the Southern Region. ██████████ has worked on numerous incident assignments, including the Olympics, Earth First, and Rainbow gatherings.

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██████████ – INCIDENT INVESTIGATOR

██████████ is currently a ██████████ with the Forest Service, and is assigned to the Federal Law Enforcement Training Center (FLETC) as a legal instructor. He has worked for the Forest Service for the last 10 years as a Law Enforcement Officer (LEO) on the Lolo National Forest in Montana, as an agent on the Nez Perce National Forest in Idaho, and as an Assistant Special Agent in Charge for Region 9 in Milwaukee. ██████████ received his law degree from the University of Wisconsin in 1981. He has worked as a criminal defense attorney in Wisconsin; a city police officer in Madison, Wisconsin and Bozemen, Montana; a law enforcement park ranger in Yellowstone National Park; and as a criminal investigator for the Montana Department of Revenue.

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SHARON SWEENEY – INFORMATION OFFICER

Sharon has worked for the Forest Service since 1976 in a variety of resource positions on four different national forests in Region 6. In 1995 she became the Assistant Public Affairs Officer on the Malheur National Forest in Oregon. Sharon has worked as an Information Officer for several years, on major incidents from Florida to California. She has worked with local communities, as well as local, national and international media. In addition to her work with this team, she serves on another National Incident Management Team, also as an Information Officer. Sharon worked with the team that managed the 1997 national Rainbow Family gathering in central Oregon, and was a member of this national team for the 2000 Rainbow Family gathering in Dillon, Montana.

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PETE MOURTSEN – SAFETY OFFICER

Pete began his Forest Service career in 1967 and has been involved with Incidents and Incident Management ever since. He is currently the Realty Specialist for the Coconino National Forest in Flagstaff, Arizona. For the last 7 years Pete has been Red Carded as a Safety Officer (Type 2) and has performed in that capacity on approximately 30 incidents. He is also carded as a Division Group Supervisor and Situation Unit Leader, and has performed a number of assignments in those positions. From 1975 to 1994 he served as a Level III law enforcement officer for the Forest Service and participated in various law enforcement activities. As a recreation forester on three Ranger Districts in Idaho and Wyoming Pete administered special use permits for group events, filming and military training missions. He worked in several aspects of large group co-ordination, including advance preparation, crowd control, security checkpoints, coordination with other governmental jurisdiction, and health & safety precautions. Pete was a member of this national team last year, for the 2000 Rainbow Family gathering in Dillon, Montana.

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██████████ – OPERATIONS SECTION CHIEF

██████████ is currently serving in a temporary appointment as ██████████ for the Mark Twain National Forest in Missouri, and the Shawnee National Forest in Illinois. He has been a ██████████ on the Mark Twain National Forest since 1992. ██████████ worked for the National Park Service as a Park Ranger/Law Enforcement on the Ozark National Scenic Riverways in Missouri from 1971 through 1991. He worked his first Rainbow gathering in 1975 on the Buffalo National River in Arkansas, and has worked several regional and national gatherings since that time. ██████████ has worked the national Rainbow gatherings with National Incident Management Team since it was formed in 1998, serving as Division Supervisor last year in Dillon, Montana.

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MICHAEL HERTH – PLANNING SECTION CHIEF

Mike is currently assigned to the White River National Forest in Glenwood Springs, Colorado, and serves as the Director of Resources. Mike has worked for the Forest Service for 28 years and held various positions in six different regions. Notably he has worked as a District Ranger, served on Incident Management Teams as a Plans Chief, and spent nearly 22 years in fire suppression.

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JOHN MACIVOR – LOGISTICS SECTION CHIEF

John has worked for the federal government for 28 years, and served in the US Army, the US Fish & Wildlife Service, and now the Forest Service. While in the Army he ran an Operations Center during war and peace time, organizing responses to disasters such as earthquakes and floods. John has been a member of Type I and Type II teams, as the Logistics Section Chief, and currently serves on a Disaster Assistance & Response Team (DART), which is available for international assignment. He has worked for the Klamath National Wildlife Refuge as well as the Flathead, Prescott, Custer, Apache and Sitgraves National Forests. Currently John is the District Ranger on the Springerville Ranger District, Apache-Sitgraves National Forest; he has been a District Ranger for 15 years. John's District was selected by the Rainbow Family as the site of their 1998 national gathering.

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DIANE TAYLOR – FINANCE SECTION CHIEF

Diane has worked for the Forest Service for 16 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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ROYCE SHEARING – COMMUNICATIONS SECTION CHIEF

Royce is currently the Branch Chief of Communications Operations, which is the incident response branch of the National Interagency Incident Communications Division (NIICD), at the National Interagency Fire Center (NIFC) in Boise, Idaho. Royce has worked at NIFC for 25 years and has been a member of several Incident Management Teams during his career. Since coming to NIFC he has worked in the all-risk incident response field, providing every facet of the communications program to Incident Management Teams, both nationally and internationally. Royce has worked on a variety of incidents, including Law Enforcement incidents as well as natural and human caused disasters. Royce was a member of this national team last year, for the 2000 Rainbow Family gathering in Dillon, Montana.

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File Code: 2700/5300/1230
Route To:

Date: JUN 14 2000

Subject: Delegation of Authority, 2000 Rainbow Family Gathering, R1

To: [REDACTED] Incident Commander, National Incident Team

You are delegated authority to manage the 2000 Rainbow Family National Gathering, which will occur on the Beaverhead-Deerlodge National Forest during June and July of 2000. You have the authority and responsibility to prepare for and manage this event within the framework and guidelines of the law and Forest Service policy and direction set forth in this letter. Additional information will be made available as needed to further clarify your authority and responsibilities. You and your team are authorized to begin working on the event immediately.

Your Primary performance objectives and guidelines are as follows:

1. **Event management** - Manage this event proactively as a noncommercial group use activity under special use authorities and the Noncommercial Group Use regulations. Mobilize the needed resources to manage the event effectively and efficiently. Pursue a Noncommercial Group Use Permit with an operating plan. Internal and external relationships and communications are extremely critical and will have to be established and maintained throughout the course of the event, including key Forest Service personnel, cooperating Federal, State, and local agencies, as well as members of the Rainbow Family. All actions must be well documented and final report will be required.
2. **Human Resources** - Ensure that the safety of employees, assigned personnel, the public, and event participants are considered throughout the course of the gathering. Incident personnel will follow established Department of Agriculture guidelines regarding Civil Rights.
3. **Information** - Provide for internal and external information exchange through the implementation of a communication plan. Ensure that agency cooperators, local officials and the public are kept informed on the progress of the event. Manage media contacts within the framework of established agency policy.
4. **Community Relations** - Establish and maintain strong community relations. Private landowners, permittees, businesses and the local community are of special concern due to their proximity to the Gathering and their potential for being impacted. I expect your team to work with the community and to identify their potential issues and concerns. You should work with the leaders of the Gathering to minimize social impacts. This event is taking place in a rural sparsely populated area of Montana. Long distances, limited local law enforcement and emergency services pose special challenges. Consider these factors as you plan for the event. Avoid imposing agency red tape on our neighbors and cooperators whenever possible. Consult with key contacts at the Ranger District and the Supervisor's Office; we have a long-standing relationship with the community and may be able to help in many situations. It is also expected of the Team to cooperate with State, county and local agencies and organizations in managing the event.

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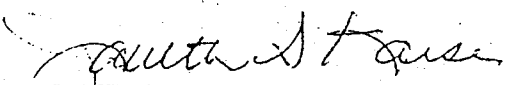


5. **Resource Protection** – We will provide your team with the expertise of resource specialists and coordinate with representatives of the Rainbow Family to develop an operating plan and a rehabilitation plan that will provide protection of sensitive sites during the Gathering, and the rehabilitation of the site when it is concluded. I have particular concern for the management of water quality (the Big Hole River is the municipal water supply for Butte), historic resources (Nez Perce National Historic Trail follows the drainage of the Big Hole River), litter, garbage, human waste, fire prevention, fisheries (the Indian Creek drainage contains West Slope Cutthroat Trout) and wildlife resources (spring calving and fawning is underway in the area). Montana Fish, Wildlife and Parks have a catch and release order in this drainage. The Big Hole valley on public and private lands has low infestations of a small number of noxious weeds. Special efforts are needed to prevent weed infestations. The gathering is located in an area with a motor vehicle area closure. This closure should be enforced. Plant communities in the Big Hole are relatively pristine due the lack of farming. Seeding of non-indigenous plants should be prohibited. The soils contain a seed bank and only limited seeding should be contemplated with native seed mixtures. The Forest can provide additional expertise in weed prevention and management and seeding protocols in support of the team. The Forest will gather needed surface water quality samples taken pre, during, and post event.
6. **Costs** – Manage the event within the established Program of Work. Any adjustments to the Program of Work will be agreed upon in advance. Ensure that all operations are cost-effective, efficient, and justifiable. Forest personnel working in support of the incident will apply charged-as-worked principles and use the Incident NFS job code. Forest personnel assigned to the Incident will require pre-approval by the Incident Commander or the Forest Supervisor before charging to the Incident job code.

The 2000 Rainbow Family National Gathering will likely bring between 15,000 and 25,000 visitors to our general area. It is critical that the Team be proactive in working with the Rainbows, other local, State, and Federal Agencies, and local community.

The Team's assignment will last until mid July 2000. During this time period, your Incident Management Team will be unavailable for other assignments. You are not responsible for initial attack fire incidents.

The location of the event at this time is at Saginaw Creek on the Wisdom Ranger District. During the event, you will report directly to me. If I am unavailable, my normal acting schedule will be used for this event. Dennis Havig, District Ranger on the Wisdom Ranger District will be the forest liaison assigned to the team. The Team's performance rating will be based on adherence to the accomplishment of the direction set forth in this delegation of authority.


JANETTE S. KAISER
Forest Supervisor