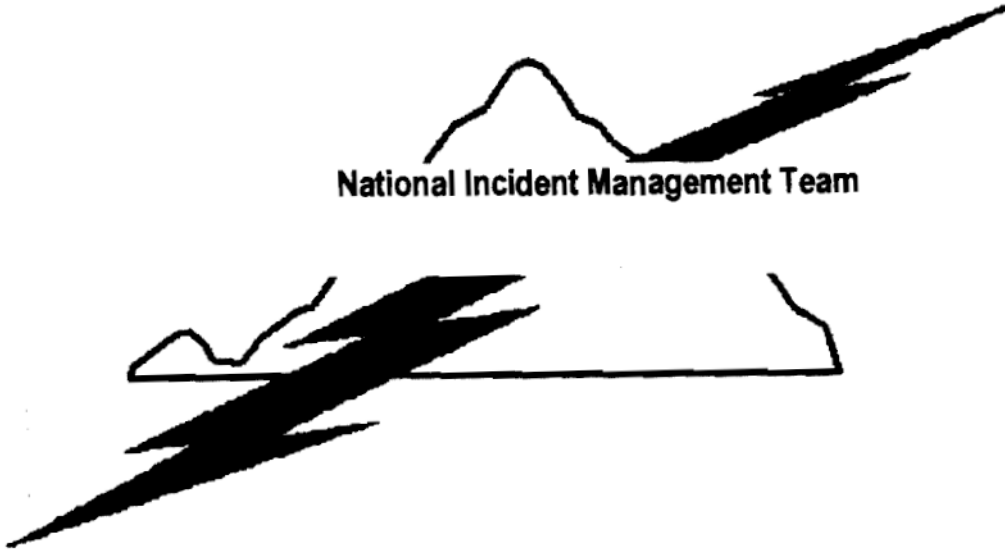


**2009 National Rainbow Family Gathering
Santa Fe National Forest
Cuba Ranger District
June 11, - July 7, 2009**



National Incident Management Team



**National Incident Management Team
Incident Summary**

Incident Summary
2009 National Rainbow Family Gathering
Santa Fe National Forest, Cuba Ranger District
June 11 – July 7, 2009
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2009 NATIONAL GATHERING OF THE RAINBOW FAMILY OF LIVING LIGHT

EXECUTIVE SUMMARY

JULY 7, 2009

The 2008 National Gathering of the Rainbow Family of Living Light was held in the Parque Venado area on the Cuba Ranger District on the Santa Fe National Forest.

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The National Incident Management Team (NIMT), led by [REDACTED] Law Enforcement Incident Commander, and Derek Padilla Resources Incident Commander, managed the incident. Operations were based at an Incident Command Post (ICP) at the Cuba Ranger District, in Cuba, New Mexico. Hotel accommodations for the team were limited in Cuba, NM. Consequently, most of the team did not reside in Cuba, used the Staybridge Inn located in Albuquerque, NM. This resulted in an hour commute from lodging to the Cuba, NM ICP at the beginning and end of each daily shift. The Albuquerque lodging did however, allow for proximity to Federal Court. Yet, the NIMT and Cuba Ranger District unified team had no vehicle incidents or accidents to date.

The NIMT was formed in 1997. The team consists of 13 core members structured after an Incident Command System "short" team. The 2009 team consisted of a National Team Incident Commander, two (2) Investigators, Law Enforcement Operations, Finance Section Chief, Time, Personnel and Budget persons, Special Uses/Resource Section Chief, two (2) Permit Administrators, Safety Officer, and Communications Unit Leader. The Santa Fe and [REDACTED] National Forests filled in with the remaining Team members totaling 13 members. These participants filled positions as Agency Administrator, Resources Incident Commander, Information Officer plus two PIO's, Planning Section Chief, Logistics Section Chief, a GIS coordinator, and an average of five (5) Resource Specialists per day. Twenty seven Law Enforcement Officers and one (1) SCEP Student filled out the team composition for a total of 54 Management Team personnel. Reports from each section are included in this document. The 2009 National Rainbow Gathering was the team's twelfth formal assignment as the Forest Service's response to large group events. Social issues associated with the Gathering differ from the Agencies more typical role managing wildfire, hurricane, earthquakes, shuttle recovery, 9/11, and other all risk incidents.

At the end of the 2008 Gathering, held on the Bridger-Teton National Forest in Wyoming, the Rainbow Family held their "vision council" to discuss the location of the 2009 Gathering. They voted to gather in New Mexico,

Starting on June 11, Resource Advisors from the Cuba Ranger District Rainbow Project Team began managing/mitigating resource concerns associated with Palomas and American Creek water testing, road closures, pre-resource condition photographing and documentation, incoming kitchens, slit trenches, live water/grey water, compost pits and other improvements. On June 15, the Santa Fe National Forest officially transferred Delegated Authority to the National Team and Cuba District Ranger Incident Commanders (Unified Command). On June 16, the National Team provided an Operating Plan/Permit Administrator to assist management of the Gathering. Two additional National Team Permit Administrators arrived June 22 and assisted with Permit Administration.

Being on site early and having good cooperation with most participants is a key component to help reduce the amount of impact to the site, help protect sensitive areas, and help assure structures and facilities are located in approved locations by the Forest Service thereby having the least impact on natural resources. This helps minimize resource impacts, minimize relocation time of Family Gathering improvements placed in high risk areas, and reduce site rehabilitation time. The NIMT believes that having a Special Uses/Operating Plan Unit Leader and experienced Resource Advisors/Permit Administrators on the team is a key component toward streamlining local forest preparations, ensuring early cooperation with all parties concerned, and minimizing resource impacts.

The Special Uses Unit Leader, Permit Administrator, District Resource Advisors, and both Incident Commanders met routinely with Rainbow Family participants to discuss issues and concerns and review compliance with the operating plan. This strategy worked well for the Forest Service this year. However, it became obvious at this gathering that the last time the National Forest allowed the Family Gathering Participants to address Resource concerns were at times marginally successful in mitigating necessary Resource protection elements brought forward by the Resource Advisors to adhere to the operating plan.

The Gathering culminated with a prayer circle at noon, July 4th. It was estimated that 10,500 people participated in the gathering this year which was more than the 7,000 estimated for the 2008 Wyoming Gathering and less than the 2006 Gathering in Colorado where approximately 15,000 attended.

The Gathering was managed under a unified command system with a NIMT Law Enforcement Incident Commander and the Cuba District Ranger as the Resources Incident Commander. 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 6 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 common place, with a

large percentage of Gathering participants using the gamut of illegal drugs. Seven canine units were assigned to the NIMT this year. Canines were assigned to each shift and were used extensively during vehicle stops. The canine teams were very successful in detecting narcotics. The NIMT believes that the most effective number of Law Enforcement Officers is 30 for future Gatherings if a permit is signed or an operating plan is agreed to. Additional officers will be needed to manage an illegal gathering. During the 2009 Rainbow Family Gathering many participants thanked the Officers for their presence who gave them an additional sense of safety and enforcement for crimes that were more violent in nature. These LEO's are a continued needed presence.

As of July 5, 2009, there were 19 individuals arrested (17 in 2008), 328 Violation Notices written (268 in 2008), 328 Warning Notices (125 in 2008) and 63 Incident Reports (63 in 2008) issued by Forest Service Law Enforcement and Forest Protection Officers. A number of violators were turned over to local law enforcement for violations of state laws ranging from interference and assault to drug violations. The cumulative state, County, and local law enforcement statistics are not available as of July 7, 2009, 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 LEO 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 bill. 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, 2009 there has been an unknown number of out-patient visits by Rainbow Family members to the local hospital. The estimated bill as of July 7 for out-patient, inpatient care is also unknown at this time. There is no estimate for in-patient care at this time. Once the gathering has ended the incident Safety Officer will be contacting local hospitals, health clinics, and emergency management services to see if they are able to provide patient information and cost estimates. There was one air ambulance during this year's Gathering Event.

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 questions still need to be answered. 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.

As original participants of the Rainbow Family grow older, their message of a once peaceful demonstration has not been effectively passed down to the younger generation of Gathering participants. There appears to be a steady increase in the number of younger participants that do not appear to have the same "Peace, Love, Passive Resistance philosophy as the older, long term, more traditional Rainbow Family participants. Law enforcement has encountered a younger generation of Rainbow

participants who look to confront any representatives of authority. Some members of the NIMT also feel that the Rainbow Family Gathering participants receive preferential and/or special treatment when compared to other large use groups on National Forest System lands.

The National Incident Management Team transitioned management of this incident back to the Santa Fe National Forest, Cuba Ranger District on July 8, 2009. **Management of the event to this date was accomplished without any personal injuries, accidents, or damage to any agency vehicles.**

SUCSESSES

1. **Unified Command.** Through local Ranger District and National Law Enforcement joint Incident Commanders 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 natural resource management organizations. There also appeared to be a better Forest and Forest Service relationship with Rainbow Family Gathering participants than recent memory.
2. **Interagency Support.** The Santa Fe National Forest and NIMT received **tremendous** support from their partners, cooperators and other organizations. This includes, but is not limited to the NM U.S. Marshal Service, Sandoval and Rio Arriba County Sheriff's Offices, NM State Police, NM Game and Fish, NM Dept of Homeland Security, Cuba WFD, and the NM Department of Health. This support significantly increased our response and monitoring capabilities to perform a wide variety of operations and services.
3. **Safety.** The incident was completed without any incidents, accidents, or injuries to Forest Service employees as well as other supporting agencies within the Incident Command. There was also no known damage to any agency vehicles.
4. **Support from the Santa Fe National Forest.** The Santa Fe Forest Supervisor, Deputy Forest Supervisor (and Agency Administrator), Cuba District Ranger, Conservation and Fire Management groups, and the Cuba Ranger District staff provided excellent support to the NIMT, including GIS, Resource Advisors and Specialist Information Officers, and local Law Enforcement Officers. Regional and Forest Funding was also provided to help with funding in many areas.
5. **NM Dept of Homeland Security and Emergency Management.** This Response and Recovery Bureau provided an excellent, very well equipped Incident Command Post for planning, briefing, and strategy meetings.
6. **Coordination with DOJ, US Attorney's Office, and Office of General Counsel** Coordination with these departments enabled the NIMT to process judicial issues as well as administrative issues in a very timely and efficient manner.

7. **Incident Information.** The Santa Fe NF, Regional Office, and contributing NM USFS PIO's were very successful in keeping media interest in the Rainbow Gathering relatively low and involving mainly local coverage. Articles about the Rainbow Gathering in the media were 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 ADDITIONAL ATTENTION

1. **Event Funding.** The Rainbow Family Gathering financial and resource impacts to the host Forest are **significant**. Currently, funding has been established for the NIMT to pay for the core team, Law Enforcement Officers, and some related expenses. This funding does not cover the majority of team participant's pre-Event salary, Event base salary, and post Event activities. Many pay these balances out of their home unit base project funds. It also does not allow funding to the Forest to offset the support costs they incur to assist the NIMT.
 - **RECOMMENDATION:** A thorough evaluation of the total costs of the 2009 event should be determined. The Forest separate fund needs to be established at the Washington Office level to "set aside" the appropriate amount of money to fully fund the appropriately configured team and provide the host Forest with the funding required to pay for all support and rehabilitation work they incur. The fund should include pre-Event information exchange and preparation while team members are still on their home units. This would also facilitate selecting excellent team members well in advance of next year's Event and contribute to retaining most of those with previous National Rainbow Gathering team experience.
2. **NIMT Configuration.** Although, the Santa Fe, Carson, and Gila NF's were able to provide excellent personnel to fill the 2009 NIMT line-up vacancies, local Forest and Regional support personnel have not always been there in previous events.
 - **RECOMMENDATION:** About 13 key positions on the 2009 NIMT organizational chart should be established and filled by February of each year. Recommend turning over no more than two (2) section chiefs and four (4) total Resource team members each year to retain experience continuity.
3. **Pre-Event Information Dissemination.** The 2008 NIMT Law Enforcement section did an excellent job of front loading information, checklists, training, and preparedness for R3 LEO resources to be adequately prepared for the 2009 Santa Fe event. The Resources, Safety, Logistics, Planning, and Information sections from previous events passed information to the R-3 Regional Office and Gila NF's, but that information exchange with the Carson and Santa Fe NF's was limited.

- **RECOMMENDATION:** Develop “Handbooks” i.e., checklists and information lists from previous experience from each NIMT section, consolidate them and send them to the likely Gathering host Forests well in advance to adequately prepare for the next Event. Include NIMT contact numbers for those that seek additional information. Direct the previous years Sections Chiefs to be very proactive about contacting next years probable hosts.
 - Have a team of at least three (3) PIO’s for the Event.
 - Approve news releases as promptly as possible to meet media deadlines.
4. **Noncommercial Group Use Regulations.** The noncommercial group use regulations, as written, do not allow consistent and adequate special use and/or operating plan administration to occur. For example, the requirement for an application to be submitted at least 72 hours in advance does not provide for adequate time to complete the appropriate NEPA analysis, including required consultations with various Federal and State entities, e.g., SHPO, other affected forest users and permittees.
5. **Special Use Permit.** The terms and conditions of the special use permit do not adequately allow for proper permit administration. Generally, the holder of the permit is the party responsible for compliance with the terms and conditions of the permit. It is not even known if the permit signer was at the 2009 Event.
6. **Forest Service Employee Involvement.** There is inconsistency in the dress, behavior, and interaction between Agency personnel and Family Gathering Participants.
- **RECOMMENDATION:** National team dress, behavior, and interaction guidelines should be quickly established, communicated and enforced to participating Agency employees (while on official duty) working or visiting the Gathering event.
7. **Fiscal Management.** 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 37 years the Rainbow Family has gathered on National Forest System lands. The current protocol for fiscal activity associated with the offset support cost from the Gathering, requires the host Forest to establish a separate funding code. This is not the most fiscally sound method to operate within. It could put the host Forest in a situation of shifting their appropriated dollars from other areas to offset the additional expenses not provided from the WO emergency fund to cover additional expenses. Or, deficit spending that could directly affect the next fiscal year’s funds.

- **RECOMMENDATION:** Establish a system to accurately track and reflect total Event costs, including salary, Per diem, Forest specific, Cooperators, resource, rehabilitation, etc....

Law Enforcement Operations Summary

By [REDACTED], *Operations Section Chief, Law Enforcement*

INTRODUCTION

The NIMT Operation Section is headed by the Operations Chief. Four Division Supervisors work for the Operations Section Chief. Each Division Supervisor is responsible for the management of approximately eight to nine officers per a twelve hour shift.

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

OPERATION OBJECTIVES

The primary objective for the 2009 National Rainbow Gathering was to provide a safe environment for Officers and the participants, as well as minimizing the environmental impacts from the event. This objective was met with some minimal resistance.

Initial operations were concentrated on a site chosen by the Rainbow Family during spring council near the Parque Venado Area on the Cuba Ranger District of the Santa Fe National Forest. The site was established with some proximity to BLM lands with all of the gathering participants parking and/or camping on National Forest System lands. In the week prior to Forest Service Officers becoming operational in the field, local Law Enforcement Officers (LEOs) maintained a constant law enforcement presence in the area. The LEOs provided real time intelligence to the USFS, and the Incident Commander [REDACTED] regarding the status of the gathering participants.

During the Gathering, an LEO arrested an individual for concealing identity. LEOs transported the individual in subject to Sandoval County Detention Center where the individual was identified and found to have warrants out of California. During a medical clearance the suspect spat blood on the LEO and was charged with assault. On 6/18 the suspect entered a guilty plea and was sentenced to six months in jail.

LEOs arrested an individual for resisting and assault on an Officer. During the transfer the individual assaulted a second Officer. The individual was charged with two counts of assault. The individual has agreed to a plea deal and awaiting sentencing.

LEOs arrested an individual on a warrant out of California for sex crimes on a minor. The individual was transported to Sandoval County Detention Center where the individual would be extradited.

LEOs received a report of a stabbing near the Bus Village. The victim was transported to UNM Hospital and was reported to be in critical condition. The suspect was arrested by the NM State Police who is conducting the investigation.

One incident occurred where the NM Game and Fish Officers responded to an incident of an individual who attempted to assault another with a knife. Sandoval County Deputies responded and the suspect was arrested. The Sandoval County Deputy had to utilize his TASER to gain compliance from the suspect.

During the Rainbow Gathering the LEOs maintained peace among the participants and were thanked by many participants for keeping them safe and enforcing the laws and regulations. LEOs patrolled with and assisted the Resource Team to gain and maintain permit compliance.

Seven canine units were assigned to the NIMT this year. Canines were assigned to each shift and were used extensively during vehicle stops. The canine teams were very successful in detecting narcotics. Several felony possession cases were made, due to the use of these teams.

The United States Marshals assisted with the apprehension of those participants with outstanding state or federal warrants.

A USFS field Incident Command Post (ICP) was established near the gathering site, located at the Cuba Ranger District. The ICP had trailers where officers could take breaks away from the gathering.

A constant and firm law enforcement presence was established throughout the gathering. Officers enforced violations of law and conducted many traffic stops and contacts for these violations.

OTHER AGENCY INVOLVEMENT

Law enforcement agencies that participated in the incident Unified Command included the Forest Service, United States Marshals, BLM, Sandoval County Sheriff's Office, Rio Arriba County Sheriff's Office, New Mexico Game and Fish, New Mexico State Police, New Mexico Department of Homeland Security.

The incident was located in the Parque Venado area on the Cuba Ranger District of the Santa Fe National Forest in Rio Arriba County, New Mexico. Three cooperative law enforcement agreements were modified to manage the incident. The Sandoval County Sheriff's Office received an additional \$35,472, Rio Arriba County received \$25,920 and the New Mexico State Police received \$3,650. The additional money was used to supplement officers at the gathering site, the surrounding area, and also to provide for

dispatch services for the participating law enforcement agencies and to supplement fuel costs for patrol vehicles.

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

The BLM supported the law enforcement operations during the gathering. BLM assigned Law Enforcement Rangers to supplement patrols on FS and surrounding BLM lands. The BLM and FS integrated well during the gathering; sharing information, conducting joint law enforcement and investigative operations routinely. BLM Rangers participated in daily briefings throughout the gathering.

The New Mexico State police assigned an Emergency Response Team consisting of eight Officers working two separate shifts. This team patrolled the State highways and county roads leading to the Parque Venado area.

The NIMT worked with the United States Attorney's office, United States Marshals Service and the United States Magistrate to set four 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. The hearings were set for the Honorable Pete Dominici Federal Courthouse in Albuquerque, NM. This facility was located approximately 75 miles from the site of the gathering.

US Magistrates held court on June 22nd, 29th, July 1st, and July 6th. The court sessions ran very smoothly and proved to be very successful, allowing many cases to be cleared. The Magistrate Judges and the U.S. Attorney's Office had high praise for the professionalism and patience of the officers at the gathering and in the courtroom.

LE&I STAFFING

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

All patrol shifts were 12-hour shifts. Patrol Division Supervisors were responsible for assigning meal breaks. Time for patrol officers begins upon their departure from the housing area to complete travel to the ICP. Law enforcement emergencies or special assignments which occurred outside of scheduled shift time on the employee's home regularly scheduled workdays were recorded as Administratively Uncontrolled Overtime (AUO) for LEO's or Law Enforcement Availability Pay (LEAP) for Special Agents. The first two hours past the scheduled 8 hour regular work day were recorded as LEAP for Special Agents, the rest of scheduled tour is scheduled overtime. All scheduled hours past 8 were recorded as overtime for Law Enforcement Officers.

Day Shift Division:	0800 to 2000 hours.
Evening Shift Division:	1200 to 2400 hours
Night Shift:	2400 to 1200 hours
Command Staff	0700 to 1930 hours

Mounted Unit Division: 0700 to 1900 hours

Field Operations Staff:

Two Special Agents
Four Shift Supervisors
Seven K-9 Officers
14 Patrol Officers (vehicle)

SUPERVISORY PERSONNEL

Four Division Supervisors were assigned to the incident. They were responsible for daily supervision of their respective day, evening, and night shifts. 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.

INVESTIGATIONS

Two Special Agents were assigned as Incident Investigators. They served as primary liaison with affected law enforcement agencies and supported IEOs by coordinating arrest and prosecution procedures with the US Attorney's Office and US Marshal Service within the District of New Mexico.

The Incident Investigators acted as evidence custodians and downloaded digital photographs taken by officers in court. An evidence storage vault was secured at the Cuba Ranger District, Cuba, NM.

The Investigators also coordinated with state and local investigators, including deputies from the Sandoval and Rio Arriba County Sheriff's Office and the New Mexico State Police.

Nineteen physical arrests were made by the Forest Service. The arrests were made for drug possession, driving under the influence of alcohol, warrant arrests and assaults on officers.

The following lists a summary of the types of narcotics and other evidence seized during the Gathering and transferred to the Incident Investigator for storage:

Marijuana	LSD
Hashish	Psilocybin Mushrooms
Methamphetamine	Many types of prescription drugs
Amphetamine	Hundreds of pieces of drug paraphernalia
Heroin	

A supplement with the final quantities of narcotics seized will be forwarded at a later date.

**Rainbow Family Gathering 2009
Cumulative Incident Statistics**

Sunday, July 05, 2009

People on Site: 10,500

Activity					Totals
Felony Arrests					4
Misd Arrests					9
Warrants Served					6
TYPE OF INCIDENTS:	Incident Reports	Warning Notices	Violation Notice	Arrests/Warrants	
DUI	1	0	0	1	
Alcohol Related	3	7		0	
Drug Related	68	15	16	4	
Weapons	2	0	5	0	
Disord. Conduct	5		3		
Assault/Officer Interference	5	2	2	5	
Traffic & Vehicle	99	288		2	
Vehicle Accidents	2		0	0	
Medical	7	0	0	0	
Juveniles Recovered/Assist.	2	0	0	2	
Stolen/Missing Recovered	9	0	0	1	
Stolen/Missing Property	5		3	0	
Loitering/Panhandling	0	0	0	0	
Nudity		0	0	0	
Stolen/Damaged Public Property	2	0	0	0	
Narcotics Resource-F&E	90	7	3	0	
Public Nuisance and Other Incidents	13	0	4	2	
Occupancy Use Permit	21	4	11	0	
Sanitation	0	0	0	0	
Fire	0	0	0	0	
Timber	0	0	0	0	
Agency Assist	0	0	0	0	
Damage to Gov't Property	0	0	0	0	
Other	0	0	0	0	
Forest Roads & Trails	0	0	0	0	
TOTALS FOR INCIDENTS:	332	328	328	19	1007

Investigations Summary

By [REDACTED] *Law Enforcement, Investigations*

One Special Agent was assigned as the Incident Investigator. He served as primary liaison with affected law enforcement agencies and supported LEOs by coordinating arrest and prosecution procedures with the U.S. Attorney's Office, U.S. District Court, and U.S. Marshal Service within the District of New Mexico.

The Incident Investigator acted as evidence custodian and downloaded digital photographs taken by officers for court. Evidence was stored in a moving van located at the Incident Command Post, Cuba Ranger District.

The Investigator also coordinated with federal, state, and local investigators including deputies from the Sandoval County Sheriff's Office, Rio Arriba County Sheriff's Office, New Mexico State Police, Albuquerque Police Department (APD) detectives, agents from the Federal Bureau of Investigation (FBI), agents from Immigrations and Customs Enforcement (ICE), and agents from the Bureau of Alcohol, Tobacco, and Firearms (ATF).

Nineteen physical arrests were made by U.S. Forest Service LEO's and Special Agents. Five arrests were for assaults on U.S. Forest Service LEO's. Four arrests were made for drug related offenses, which will be handled through the state of New Mexico court system. Two missing/exposed juveniles were also recovered during this years gathering. The remaining arrests were for DWI, disorderly conduct, and warrant arrests.

Five of the assigned LEO's LEO vehicles were burglarized and damaged while parked overnight at the Uptown Stratton Hotel in Albuquerque, NM on the morning of June 11, 2009. Two rifles, ammunition, two ballistic vests, one laptop computer, two Bendix King handheld radios, two full sets of police riot gear, K-9 narcotics training aids, heroine, marijuana, methamphetamine, digital cameras, binoculars, and numerous personal items were stolen as a result of the burglaries. The investigation lead to the service of two simultaneous search warrants at two residences in Albuquerque, NM. The search warrants were served by U.S. Forest Service Special Agents, APD Detectives, and APD SWAT. As a result of the search warrants, all sensitive government material stolen was recovered; although some of the property was damaged beyond repair. The investigation also lead to the service of three arrest warrants for three of the four defendants responsible for the burglaries. One defendant (juvenile) is believed to have fled to Mexico and has an active arrest warrant issued through the State of New Mexico District Court. Three of the four defendants were indicted on five felony counts in U.S. District Court on July 7, 2009.

Typically, a quantitative summary of the drugs seized is included in this report. Due to the high volume of narcotics seized and cases made during this years Gathering a large amount of evidence has not been weighed and processed.

The following list is a summary of the types of narcotics and other evidence seized during the Gathering and transferred to the Incident Investigator for storage:

Marijuana
Hashish
Methamphetamine
Amphetamine
Heroin
Psilocybin Mushrooms
Many Types of Controlled Prescription Narcotics
Hundreds of Pieces of Drug Paraphernalia
\$7,130 Cash
2 Firearms Including 1 Stolen Firearm

A supplement with the final quantities of narcotics seized will be forwarded at a later date.

Resource Section Summary

Permit Administration Summary

By Tom Florich, National Inc. Mgt. Team Operations Plan/Permit Administrator

The Permit Administrator role during the 2009 Rainbow Gathering on the Santa Fe National Forest was significantly different than that of the past three years. First, a fire like overhead team organization was utilized by the Forest. This resulted in a huge increase in the number of non-law enforcement personnel working at the gathering and all of the "Resource" personnel worked for the Resource Unit Leader, not the Permit Administrator. This worked well. The local district (Cuba) was extremely pro-active in their approach to resource concerns at the gathering site. They established good communication with individuals at the Gathering site, which resulted in reduced impacts in many areas. The parking situation, which is normally a nightmare, was handled in a way that resulted in good safe ingress and egress for Gathering participants and the general public. The Cuba District personnel should be commended for their work, and their approach should be utilized by host Districts in the future.

The second major difference this year was that a permit was signed. The Permit Administrator was not a part of the permit negotiations, never met the individuals who signed the permit, and actually is not even sure they attended the Gathering. Since every effort was made to avoid a "Notice of Non-Compliance" scenario, I am not sure how a large permit problem would have been handled. The true value of the Permit is in the

Forest Service saying we got one signed. It didn't matter to the Gathering participants, and the Permit Administrator never dealt with the "Permittee" to resolve any permit associated problems. Daily meetings between the Permit Administrator and key Rainbow "Elders" in "Cooperation Circle" is how resource and sanitation issues/concerns were passed on and remedied. This is not a normal Permit situation in the realm of Special Uses and I doubt it ever will be. The Gathering is a situation unique unto itself. The critical task is the daily communication at "Cooperation Circle" and daily visits to some of the large key kitchens.

It is recommended that future Permit Administrators be allowed to be part of the discussions between the Forest Service and the permittee. The Permit Administrator must realize that normal permit procedures can not be followed if the permittee is not on site. Time constraints simply will not allow it. Daily communication is critical and should be continued in the future to remedy concerns.

Planning Section Summary

By Andy Lang, Plans Chief, Summary

Introduction

This year the Plans Chief position was not filled by a pre-established NIMT member. The Carson NF provided Planning Section Chief(s). Although this configuration worked well this year, this is a critical position and should be filled by February each year with an appointed NIMT member who is capable of performing at least at the Type 3 "plans" level. This is one of the most active positions on the NIMT requiring a lot of organizational skills and a strong work ethic. The planning system used this year resembled a cross between a Type 2 wildfire Incident Management Team format.

The Planning Section is responsible for five (5) primary areas surrounding the management of the 2005 National Rainbow Family Gathering. These areas included:

1. **Incident Action Plans (IAPs)**
2. **Briefing, strategy and transition meeting facilitation**
3. **Oversight of incident mapping (there was a separate GIS specialist)**
4. **Incident documentation**
5. **After Action Review (AAR) facilitation and summary; and final report coordination.**

The following is a summary of the above listed Planning Section responsibilities and accomplishments.

1. Incident Action Plans (IAPs): Daily Incident Action Plans were produced for approximately 26 days. Most IAP's included the below listed elements:

- Incident Cover Sheet

- Incident Objectives (ICS-202)
- Organizational Assignment List (ICS-203)
- Daily Safety Messages
- An Added Safety Message pertinent to Rainbow Camp Hazards, i.e., Parvo, Hantivirus, etc...
- Weather, including extended forecast
- Medical Plan (ICS -206)
- Additional Medical Information including Dept. of Health contacts and extended area hospital information.
- Communication Plan
- ICP and Essential Phone Numbers
- Interagency Radio Call Sign List
- Division Assignment list (ICS-204)
- Santa Fe NF Telephone Log
- ICS 214 Unit Log
- Incident, Resource Vicinity, Forest and State maps were offered separate from the IAP

During the core period of the Event about 20 copies of a packet which included: "Added Safety Message pertinent...", and a "Weather, including extended forecast" were passed out at the Rainbow Camp Front Gate, Incident Station, and several major kitchens.

2. Briefing, Strategy, and Transition Meeting Facilitation: A key duty as Plans Chief is to facilitate daily shift briefings, a daily evening strategy/information meeting, Agency Administrator to NIMT transition, Close out Transition from NIMT back to local Forest team, and various other meetings. The incident briefing schedule was as follows:

Meeting	Objective/ Comments	Attendees	Time
SNF Agency Administrator to NIMT Initial Transition Meeting	Transfer of Delegation of Authority and completed a nine (9) page document outlining key management objectives from the Santa Fe NF to the NIMT. Very similar format to one used in wildland fire Delegation of Authority transfer to an IMT.	Santa Fe Staff, Cuba RD key players, NIMT	June 15
Incident Action Plan Morning Briefings	Incident Objectives, Organization, Staffing, Communications Plan, Medical Plan, Division Assignments, Officer Contact List, Weather and Safety Messages, Maps, etc....	Day Shift	0800
Strategy/ Planning Meeting	Develop strategy, resource and special assignments. Draft next day Incident Action Plans afterwards	Day Shift Evening Shift	1700
Various Other	Brief incoming individuals/groups on an	Various	Various

Information Exchange Meetings	overview of incident and Rainbow Gathering happenings		
NIMT to SNF Agency Administrator Incident Close Out Meeting	NIMT Transferred Delegation of Authority back to the SNF and covered a seven (7) page document outlining key leadership, organizational and operational elements of the Gathering Event. Each Section Chief gave a summary of how their section contributed to meeting the objectives identified in the Delegation of Authority, their operations, and recommendations for future gatherings.	All key Santa Fe NF, NIMT, and Event Managers from other agencies	July 7

3. Oversight of Incident Mapping (there was no separate GIS specialist): The Planning Section received good support from the Regional Office and Cuba RD GIS personnel. This resulted in high quality and timely map production. A variety of maps were produced for the incident and were revised as additional information was gathered. Information gathered was primarily related to the identification and GPS location of kitchens, information areas, primary camps, ICS units, springs and waterlines, slit trenches, compost pits, gray water pits, primary roads and trails. All maps produced in color incorporated the latest GIS technology. These included Display Maps (28"x36") and Incident Action Plan Maps (11"x17"). The following is a list of maps produced for the incident:

- General vicinity and location map (8 1/2"x11")
 - Area Topographic Maps (28"x36")
 - Other Topographic MAP and Display Maps (11"x17")
 - Resource Overview and Geographic Maps (28"x36")
- Forest Visitor and State Highway maps were also provided to patrols and resource specialists.

4. Incident Documentation: A file was developed for daily individual IAP duplicates, maps, ICS 214 (unit logs), and other miscellaneous information. That file was retained at the Cuba Range District ICP once the NIMT transitioned Delegation of Authority back to the Cuba RD. In spite of continued reminders, there was limited completion of unit logs (ICS 214) by Event Managers.

5. After Action Review (AAR) Facilitation and Summary; and Final Report Preparation: The Planning Section was responsible for the coordinating and drafting the Final Incident Summary. The incident summary (this document) is an overview, including an executive summary, successes, topics needing additional attention, recommendations, and incident operations by section. There have also been two (2)

AAR sessions held with Interagency Event Managers July 4 and July 7. That feedback will be summarized and drafted into a Final AAR document.

Additional Notes on Unified Command: The Unified Command process was very successful this year. This system did increase the positive relationships between the Forest Service, affected partners, local communities, and Rainbow Family Gathering participants. The following topics were items of interest and worthy of carrying forward to future host Forests and NIMT's:

- Hospitals need to have early interaction with the NIMT 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.
 - Missing persons information should continue to be provided to all field going incident workers in addition to 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 an early State briefing even though the Forest Service may not know for sure where the Gathering will occur.
 - There needs to be more published information and contact numbers from previous Event Managers so Federal, State and local agencies prepare for future Gatherings.
 - 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, illegal activities, etc.) early on to help agencies prepare for the Gathering.
 - Need to construct a multi-agency organizational chart, rather than individual agency to remain the coordination that is occurring on the ground.
- The Washington Office should understand that the National Rainbow Family Gathering has significant impacts to State, County, and local agencies and communities in addition to the National Forest.
- Primary issues and concerns to brief on include: Communications, public safety, limited jurisdiction, medical care and emergency response, medical transfers, garbage disposal, resource protection, limited resources, financial impacts, animal control and child protection.

Health and Safety Summary

By Bob Beckley, National Rainbow Incident Management Team Safety Officer

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 the safety of employees, assigned personnel, the public, and event participants are considered throughout the course of the event.

The Safety Officer also provided support to NIMT in meetings and where applicable to the following 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 of ILM units (Rainbow Family medical stations).

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 during this incident have been summarized in nine general categories:

- 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 wildland 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
- The Safety Officer and other team members identified and maintained contacts with state and local health management agencies as well as emergency medical services, including ambulance crews and area hospitals. Special emphasis was paid to those counties closest to the gathering site but the team also reached out to State of New Mexico health officials and emergency management officials with in the New Mexico Dept of Homeland Security.
- Meetings, phone conversations with participating agency personnel and health care providers were conducted on a regular basis.
- Site visits were done by health and safety personnel to survey, monitor and identify risks and hazards with the intent to propose appropriate mitigation measures.
- Incident personnel were debriefed to determine near misses, accident reports for applicable information from prior shifts. As of this date (July 7th, 2009) no accidents or near misses have been reported. Team members began to return to their home units on July 8 and will continue through July 9, 2009.
- Safety briefings for assigned personnel were included in the daily operations shift briefings. Two safety briefings were held each day, one in the morning and one in the evening.
- Incident personnel and cooperators were provided with information about health and safety issues.
- Contacts and working relationships were made with personnel from New Mexico Department of Health, New Mexico Dept. of the Environmental (Water), New Mexico Dept of Emergency Services (Homeland Security), Local and surrounding county EMS Services, County Public Health Department, Local Hospitals and Medical Centers. Veterinary Clinics and Animal control were also contacted.

Appropriate procedures and actions to mitigate or minimize exposure to identified concerns were discussed with personnel at briefings. Cooperation with local health and EMS personnel allowed those groups to provide input and suggestions for mitigation measures during the incident. The incident management team recognized that we were

visitors to the host forest and surrounding communities and worked with them to minimize impacts and interference with their daily operations to the best of our ability.

Biohazard bags were provided to each patrol unit for use in the event for potentially infectious material. Sharps containers were provided to all patrol units for disposal of needles or other sharp objects. Trauma kits are not assigned to incident personnel but were part of individual Law Enforcement Officer EMT's equipment and were carried in their vehicles. Two Law Enforcement Officers assigned to the 2009 incident are EMTs. The Safety Officer, as well as other personal at the Incident Command Post in Cuba NM., had access to and provided to incident assigned personnel equipment related to their personal protective equipment such as latex gloves, hand sanitizer, insect repellent, and other items as deemed / identified as necessary for their personal protection. The Santa Fe NF purchased first aid and blood borne pathogen kits for the incident. Special thanks are given to the Santa Fe NF for purchasing and supplying safety related equipment for the team for use at the 2009 Rainbow Gathering.

Biohazard generated at the 2009 Rainbow Family Gathering was the responsibility of the Rainbow Family and is to be disposed of through local hospitals or appropriate medical waste disposal facility. The Rainbow Family has made arrangements with the Health Clinic in Cuba NM for the disposal of all biohazard material. Pre-located helicopter air ambulance landing zones were identified by the Cuba Ranger District and locations given to local Emergency Management Services.

Water Quality

Water sources were developed by the Rainbow Gathering Participants and piped through PVC pipe and water lines to various locations. Approximately 6 miles of pipe was laid at the 2009 gathering by the Rainbow Family. New Mexico Department of the Environment tested the water prior to the main gathering and during the main gathering time frames and found the quality to be passable. At this time it is not known if additional water quality testing will be done, but in previous gatherings we assume additional testing will be conducted once the participants leave. The local Forest Service unit may also sample water quality during rehabilitation and develop a monitoring plan based on their test results.

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

The County Public Health Department provided handouts with information about general health and safety issues such as Insects, Sun Exposure, Dehydration, and Heat Exhaustion. These handouts were given to CALM units during visits to the encampment with the incident Safety Officer.

Wildfire and Potential Evacuation Situations

General fire weather / wildfire conditions were evaluated in the area that the gathering took place and the fire level was changed during the gathering to reflect changing conditions. At the 2009 Rainbow Gathering site there was a great deal of dead and down wood creating both the potential for fire hazards and for the safety of anyone at the gathering site from falling snags and limbs. Assigned personnel were warned of these dangers, as well as Rainbow Family members. Rainbow Family members told the incident Safety Officer that they spread the word of these dangers to other Gathering participants.

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 regarding solid waste accumulation include odors, insects and animal attraction and possible potential spread of disease.

In previous gatherings there was a concern of possible stream impacts to the drainages that were to be used by wildlife, cattle or for general recreation activities. Direct impacts to the live streams in the Gathering area were also of great concern. Although water samples from the 2009 showed good these conditions remain and it is recommended that the conditions be monitored.

Human waste issues at the annual Rainbow gatherings included failure to develop an adequate number of toilet facilities, failure of individuals to use developed toilet facilities or to bury individual waste, disposal of feminine hygiene products and condoms, as well as potential for contamination of downstream waters. Long-term environmental effects of such volumes of concentrated human and animal waste should remain a concern to resource managers involved with post activity work at this gathering site. Actual impacts are largely unknown at this time and may be based on local environmental factors which the Culebra RD may be better prepared to address.

Resource personnel identified recommended / preferred locations to build slit trenches, pit toilets, latrines for kitchens and fire and waste pits. Resource personnel assigned to the team approved / disapproved locations suggested by the Rainbow Family depending on District needs. Latrines or slit trenches, and waste pits were allowed on upland sites. These latrines and waste pits were placed at least 300 feet away from running waters and located outside of riparian and sensitive vegetation areas. The latrines and waste pits locations were inspected and approved by designated F.S. resource workers.

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 are filled, waste was to be covered by topsoil and a new pit was dug near the old pit,

Food Preparation and Kitchens

Numerous kitchens were identified at the gathering site. Food preparation is under the control of the Rainbow Family. Numerous soup, coffee and tea kitchens as well as bakeries are part of the food service facilities constructed on site. A number of Rainbow family members prepared their own meals at individual campsites.

The operation plan identified and recommended preferred locations to build the kitchens and waste pits. Resource staff assisted in identifying these locations. Kitchens, wash water and food waste (gray water) disposal areas were at least 300 feet from running waters or was approved based on site specifics.

In an attempt to prevent a potential outbreak of food borne illness, County Public Health Departments personnel visited some of the kitchens and spoke with Rainbow cooks and food handlers, CALM units and Rainbow information center, to advise them on safe food handling, preparation and kitchen utensil sanitation.

Public Health

Due to the nomadic lifestyles and personal hygiene practices of a number of the gathering participants, outbreaks of communicable diseases were a possibility and a major concern. Potential risk areas included blood borne pathogens, hepatitis, acute diarrhea, sexually transmitted diseases, food borne and animal zoonotic 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 anti-static chemical barrier products were provided. Safety briefings addressed prevention measures for reducing exposure to these diseases. Biohazard bags and sharps containers were supplied to each patrol unit.

Information regarding the availability of emergency medical services and local environmental hazards were provided to the workers at the CALM units and Rainbow information center.

The Safety Officer, County Health Depts., Local and Neighboring EMS, and State of New Mexico Dept. of Health workers made periodic visits to the primary and secondary CALM units in the gathering area. Information was exchanged between the Incident Safety Officer, local EMS and County and State officials regarding areas of concern and how we could work together in pre-planning our actions in case we needed to respond to an emergency. No major incidents occurred! No medical supplies were provided to gathering participants by the US Forest Service. Cuba Health Dept. did provide condoms to the CALM units.

CALM

The Rainbow CALM units are their version of a First Aid / Medical unit. The CALM units were well staffed. At this gathering there were several physicians, registered and licensed nurses, mid wives and emergency medical technicians assisting with the CALM

units. A rainbow vehicle was used for patient transport. Approximately 20 transfers were made by local EMS ambulance which was dispatched from Cuba to respond to emergency calls; transports were also made by the County Sherriff. On some occasions the Rainbow Calm unit transferred individuals from the gathering to Cuba for transfer by ambulance to other hospitals.

CALM units did report to the Incident Safety Officer various medical incidents that took place at this years gathering. At the 2009 Rainbow Gathering they had a series of minor cuts and bruises along with similar non-emergency medical injuries. They had three knife wounds, one of which was serious. Some participants were affected by the altitude (aprox. 9,000'). Other medical problems may have occurred at the 2009 gathering but were not identified to the Incident Safety Officer by the CALM units. Four human to human bites occurred breaking the skin, one of the people bitten was HIV C positive. Several individuals were burned by campfires and transferred to hospitals.

The Rainbow Family did provide their own medical care to injured and sick individuals through the CALM units to the best of their ability but also relied on Local EMS, County Public Health and the hospital in the surrounding area for medical assistance. Some Gathering participants may have been transported to area hospitals with mental health issues by the Rainbow Family.

Environmental Factors

The primary access routes to the Gathering area are were County, and Forest Service roads. These routes were also subject to cattle on the roadway as well as other ranch and local traffic. In addition there was recreational use such as motorcycle and ATV riders, mountain bike trail riders, fishermen, equestrian and other forest visitors. Concerns related to the significant increase of traffic on these roads include congestion on the roadway, visibility, narrow segments of the road and the temporary mixing of different user groups some of which are not familiar with mountain driving techniques can create a variety of road / traffic related safety hazards. Resource workers identified specific parking and "no parking" areas to help control traffic and the section of the road passing through the main parking and travel route through the gathering site was temporarily made "ONE WAY".

Additional environmental concerns included adverse weather issues, related to thunderstorms, high winds, and rain. The Rainbow gathering site has a great deal of standing dead trees that had the potential to fall at any time. Weather forecasts were given to incident personnel at daily briefings. The 2009 gathering site was located at elevations over 9000 feet.

Animal Concerns at the Gathering Site

Three puppies died from Giardia at the 2009 gathering site. Parvo was detected at the site and it is likely that up to five dogs have died as the result of Parvo. Numerous dogs were

not on leashes or were dragging their leashes. Five horses belonging to Rainbow Family participants were at the gathering. Two of these horses were lost.

Safety of Incident Personnel

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

At this gathering the Safety Officer focused on twenty-three primary areas of concern to incident personnel. These were:

- Travel issues related to vehicles and driving.
- Vehicle maintenance.
- Law Enforcement Officer Safety.
- Law Enforcement Horses and Police K-9 Officer Safety.
- Safety for Resource Incident workers & other personnel assigned to the team / incident.
- 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.
- Air Quality.
- Mental Alerts.
- Body Lice/Fleas.
- Stress and Fatigue.
- Radio Communications.
- Sources of Food & Drink.
- Other "site specific" issues as identified. These issues could be based on an individual's actions or an environmental concern.

Primary methods used to distribute information about health and safety concerns will be; (1) daily briefing, (2) written safety messages and alerts (3) safety meetings 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 were 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 as well as all other operational personnel were encouraged to supplement the general safety messages with specific Officer Safety messages related to daily activities.

Safety visitation guidelines for Resource incident workers were developed for site visits, conduct and general safety. These guidelines will provide a resource for incident personnel and other visitors prior to their visit to the gathering site. Employees and cooperating agency personnel were given a verbal safety briefing prior to visiting the site. Incident personnel and cooperators were given safety briefings prior to visiting the site.

Because we are dealing with a non-typical event it may be difficult to follow standard operating procedures as outlined in the Forest Service Health and Safety Code. Situations may occur or change rapidly where employees or other assigned personnel depart from accepted safety practices and / or equipment for health and safety needs or concerns. Where possible these situations were identified in the Job Hazard Analysis and are at the discretion of the Incident Commander if they are acceptable. It should be noted that an incident could occur in the field which is not expected or predictable and may have required immediate action by the employees which deviates from accepted policy to remain safe. All personnel will maintain the highest safety standards and accepted Health and Safety Code procedures to the best of their ability.

No reportable accidents of Resource or L.E. personnel were reported during this incident.

Medical Plan and EMS

A Medical Evacuation Plan was developed for the incident with input from local Forest Service employees, and County EMS Services, County Health Dept. and the State of New Mexico Dept. of Health. Ground and air ambulance services were identified along with Medical Centers, and Hospitals. This information was shared with the main CALM unit at the gathering site.

Statistical Reporting

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.

Specific requests for public assistance (welfare) resulting from the Rainbow Family Gathering is not known. There could be significant impacts to local social services, medical services, local food banks, and veterinary clinics not only during the gathering but after most of the participants have left the site.

Contacts to gather information from the 2008 gathering were unsuccessful due to privacy guidelines. Incident Safety Officer will attempt to contact area providers after all gathering participants are gone to see if they can provide an idea about what impact the 2009 gathering had on local health care services.

Logistics Section Summary

Logistics Section "Operations and Lessons Learned" by Mark Catron, LSC2

This review is from participation in the initial ramp up of the Rainbow Event on the Cuba Ranger District from the inception of the District Project Team through transition to the National Incident Management Team (NIMT). Dates of my participation were June 9 through June 19, 2009 with a few hours spent on additional days. Here are my observations and lessons learned.

1. **I made an assumption that I was going to include supplies, office space, meeting space, rooms, etc..., for the entire team.**
 - **Lesson learned:** The NIMT is self sufficient with their own lodging, food, vehicle needs, and basic supplies. I did rent two 10' x 40' office trailers and set them up with computer hookups, telephones, photocopier, fax, and electricity. Set up separately were event site storage, parking, a meeting location, hose feed, etc. All seemed worthwhile. Meeting and work areas were needed at the Cuba RD to accommodate the Event Management Team and to minimize interference with the day to day Ranger District operations. Having the NM State Homeland Security Command Post was a good setting for briefings, and meetings as it had computer hookups, sound and climate control, and good video display options for meetings. It would accommodate about 20 people per meeting.
2. **I ordered various office supplies, drinks, batteries, and other consumable items.**
 - **Lesson learned:** I later was told not to order any water and that office supplies were a part of the NIMT budget to pay for the various office supplies. This came to me from Barbara Hatch and someone from the RO who said she was the Cost Unit Leader for the event. I know the Cuba RD did not have enough office supplies for NIMT use and I imagined that the NIMT did not have adequate funding to cover all their needs either. If I had to do this again, I would spend more time with the NIMT finance folks and the hosting unit to determine what was best to order. A predetermined list of supplies that we "have already" and "need to obtain" at Event onset, along with the supply ordering process and limitations would be a great help. Maybe an IBA assigned to the gathering?
3. **I made an assumption that a repeater and extra radios would be needed. Perhaps also a Cell On Wheels (COW).**

- **Lesson learned:** The NIMT comes with a COML. This is a highly needed position to insure the NIMT is programmed correctly with the various cooperators, to trouble shoot radios, help with computers, phones, etc.... I also ordered up Curtis Steinman who was great help as he could focus on the District communications and computer needs. I would order up a local Commo Unit Leader again to help insure quick resolution for commo issues. On the Cuba Ranger District, they had very good coverage with an existing repeater. It would be best to wait and see if an area needs a repeater and extra radios before ordering them. I also began ordering a Cell On Wheels (COW). I thought that good cell coverage would ensure essential safety communications for the incident. It was determined that Event Management had adequate coverage and the COW was not essential.

4. Like any unplanned event or urgent project, there are some unknowns.

- **Lesson learned:** An incoming Logistics Chief should be very proactive and engage the NIMT on logistics needs early on. It took a few days to get the offices set up, supply needs, etc. Incoming Logistics should contact the previous years team Logistics Finance, LEO Operations, and the unified IC's to predetermine needs.

5. Using Santa Fe Dispatch Center to track supply orders.

- **Lesson Learned:** Using the local Santa Fe Dispatch Center helped me track orders, costs, and documentation for purchases. I'm not sure how Santa Fe Dispatch and the Cuba RD Business Management Assistant (BMA) liked it though as it may have an impact on their everyday operations?

6. General lessons learned and what worked well:

- Local support from the Santa Fe RD BMA, and FMO was extremely helpful. The Rainbow event was not a big logistical show for this Event. The district handled it well after initial set-up.
- The logistics system we used for rapid ramp up on the Cuba Ranger District and for Resources and GIS seemed to work well. However, there was about a five (5) day lag time getting the office trailers in place and ready for use.
- It would like we had a week or so to get the operating plan and other resource needs prepared. Then when the NIMT arrives there is not a lot more to be done logistically. It can be handled by RD personnel pretty easily.
- Listening closely to the various NIMT folks helped me anticipate future logistical needs.
- Had there been a separate, early in brief with Command and General Staff that may have helped define roles, needs, cohesion with the unified team, expectations, etc.... If this could occur at the earliest opportunity once the Rainbow Family has determined their Gathering location, it would help to

quickly set the expectations from the Agency Administrator to the NIMT. Local Resource Advisors were a BIG plus.

- Morning briefings and evening strategy/status reports seemed to work well. Lots of GIS products are needed during the first week of ramp up. A log or decision tree to document what all decisions were made may have been helpful to document what all was agreed to, decisions made, etc....
- Having ICP at the Cuba Ranger District seemed to work well.

Supply Ordering Recommendations

There are many variables that go into logistical needs tickler lists for a Rainbow Gathering. Much depends on the location, Forest involvement, and Agency Administrator direction for the event. There are a few common threads that are needed that logistics can be involved in relative to any Gathering.

- **Establish the protocol on orders for supporting both the National Team coming in, and other ordering support needs for the hosting unit.**
 1. The National Team comes with a small logistical support budget to help support the National Team only.
 2. Coordinate needs with the NIMT finance person as early as possible regarding what other support needs there are and who will pay for it.
 3. Establish NIMT support funds and Forest support job codes. It should also be noted that if funds are needed to support the gathering for the host Forest support team (or even possible logistical support for the NIMT); these funds are coming out of the host Forest existing funds. Use of fire EERA's are not an option for ordering various pieces of equipment such as toilets, hand wash units, mobile offices, etc. as it is not an emergency. These sorts of orders need to go through normal contracting procedures.
 4. I worked through the Santa Fe Dispatch Center to document all my orders that I placed for a central documentation process for local purchases, or equipment that I ordered. This was for good tracking and costs.
- **Get a local job code that personnel can use for ordering from the Forest for support folks to charge to, or have the Forest develop a funding strategy for charging work to.**
- **The National Team comes with K-9 and horseback patrol units.**
 1. Find out where the nearest Veterinarian offices are, phone numbers, 24 hour mobile services, and how available they are.
 2. About all the K-9 units wanted was a pond or something for the dogs to swim in or cool off.
 3. The horse patrols need corrals, feed, oats, water, and places to park their trailers. They kept their saddles and tack locked in their trailers. Figure four to six horse patrols, with four to six trailers.

- **Office space is needed to support Event Management** for meetings, and work space.
 1. Two 10' x 40' mobile offices were ordered and a New Mexico State Homeland Security Incident Command trailer was used. The NIMT is very flexible in office work space.
 2. Order tables/chairs, electronic hook-ups, telephones, computer hookups, FAX machines, color printers, photocopiers, etc....
 3. Establish parking, staging, information, areas, etc.... Recommend about 2 acres (bigger is usually better).
 4. This work area needs to be secured as there is lots of equipment in the office areas and most of the office and support team shifts are daylight hours only with no night work needed for support of the evening and night shift LEO's.
- **A dedicated storage area or something lockable for an evidence locker.** An 8'x10' building or similar in size. On the Santa Fe, we used a U-Store and purchased a lock and key that only the Investigator had.
- **Other support items to be considered:**
 1. Portable toilets (4)
 2. Hand wash unit(s).
 3. Dumpster (5 yd)
 4. Flagging, lots for flagging off non-working areas at the event, etc...
 5. General office supplies
 6. Drinking water, electrolyte drinks
 7. Hand sanitizer
 8. Plans documentation, filing supplies
 9. Duct and packaging tape
 10. Blood Borne Pathogen kits (one per field team).
 11. Plywood and 2x4s sufficient to make between four and eight information boards.

Radios:

- We ordered a repeater kit and two boxes of tactical radios from NIIC. The repeater was not used much as the host Forest Dispatch Center did not have much fire activity and allowed repeater use on an existing Forest repeater.
2. The tactical radios did get used by other cooperators such as US Marshalls, County Sheriff, etc. These were ordered through normal fire ordering procedures and paid (freight, etc) through a Forest job code.
 3. The National Team also comes with a COML or COMT. This person is essential in programming the LE radios, coordinating the communications plan, etc.... We also ordered a local Forest communications person who was very instrumental in setting up the repeater and coordinating with the NIMT Communications person. This person also set up the telephones and computer lines in the office buildings.

- **The NIMT will probably stay in nearby motels or near a town where the US courts are held.**

Communications Summary

By Chris Reynolds, National Rainbow Incident Management Team Communications

I arrived in Albuquerque, NM on June 8th. Since the exact location of the Gathering was unknown until the Rainbow Family releases it, the first week was spent finding the frequencies for the most likely Gathering sites. The local LEO David Chavez had all of the frequencies for all of the State, County, and local law enforcement.

Once the site was chosen, I programmed all of the Officer's handheld and mobile radios. Most of the LEOs had [REDACTED] radios in their cars. This made programming very easy. A few Officers had [REDACTED] radios, two Officers had [REDACTED] radios. One Officer had a [REDACTED] radio. I had to have the Officer's local technician ship me the programming cable and software. In the future, if an officer has a unique radio, make arrangements to have the Officer bring out the cable and software. The radios were programmed with the local county law enforcement, state law enforcement, Forest Service repeater and simplex, and Forest Service law enforcement frequencies. A [REDACTED] [REDACTED] was also set up and was used for communications between law enforcement.

A [REDACTED] and two boxes of tactical radios from NIFC were ordered. These were essential. Due to the large number of cooperators that we had working with us, all but three of the thirty-two handheld radios were used. The [REDACTED] was set up on [REDACTED] [REDACTED]. This was a second tower site where the forest had an existing repeater. I looked at several sites for the [REDACTED] this site because of its security. With the abundance of people in the area, I would not recommend placing the [REDACTED] in an unsecured fire tower. The antenna was placed on the tower with the help of the local tech Curtis Steinman.

The local tech was definitely a great asset for the setup of the ICP. The ICP consisted of two modular trailers behind the local district. The New Mexico Department of Homeland Security and Emergency Management let us use their emergency response trailer. This was a great asset. The trailer was used for briefings and communications. All of the trailers were wired with [REDACTED]. Eleven phones were placed in the trailers. A switch was placed in one of the trailers that was fed from the local office. From that [REDACTED] switch we then ran to the other modular trailer and emergency management trailer. An electrician was brought in to supply power to the trailers.

Dispatch was primarily through the local County Sheriff Dispatch. They dedicated a VHF channel to the rainbow gathering. They also staffed an additional Dispatcher to staff the channel. This worked out very nicely. The Resource team from the local district and from the NIMT communicated mainly on simplex Tac 1 frequency. The local forest repeater was also available for their use.

Information Section Summary

By Denise Ottaviano, Lead PIO

INTRODUCTION

The objectives of the Rainbow Incident Information Function were outlined in the Communication Plan and 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 National Incident Management Team assumed command of the event on June 15, 2009. The area behind the Cuba Ranger Station served as the Incident Command Post (ICP) for the Team.

Information Center: The Information Center was set up in a mobile trailer behind the Cuba Ranger District in Cuba, NM. It was not fully operational until Friday, June 18. Prior to that date, the Information Center was operating out of the Cuba Ranger Station. Starting June 19, a public information telephone number, (505) 438-5685 was operational. PIOs staffed the phone provided information regarding the coordinated effort to manage the Rainbow Family Gathering to cooperators, elected officials, the media, and the general public. Most of the phone calls that were received were from parents looking for their missing children, from Rainbow participants calling to inquire about site parking and weather conditions, and from the general public wanting general information about the Gathering. Media calls were sporadic. There were a few calls from Rainbow participants calling to ask why Law Enforcement Officers (LEOs) were harassing participants. Some calls were to inquire about alternative recreational opportunities in the area. Daily call volume was low to moderate.

Staffing: The PIO office was staffed with three to four people throughout the event. Lawrence Lujan was the Lead PIO through June 22nd. Denise Ottaviano was the Lead PIO from June 23rd through the closeout on July 7th. Staffing was scaled back to two people starting July 6. District range and fire personnel helped provide travel and event information at two key intersections on forest roads leading into the Gathering site. They staffed these intersections for a few weekends leading up to the peak of the Gathering,

Ex.(b)(6) & (b)(7)(C)

The Santa Fe National Forest Public Affairs Officer also provided assistance out of the Supervisor's Office when needed.

VIP Visits: Through the event, there were internal and external visitors who were given a tour of the site by NIMT personnel:

- Office of General Council Attorneys
- Corbin Newman, Regional Forester, Southwestern Region
- Faye Krueger, Deputy Regional Forester, Southwestern Region
- Laurie Thorpe, Acting Director of Recreation, Southwestern Region + 12
- Karen Carter, Director of Public Affairs, Southwestern Region
- Jennifer Manzanera Herrera, Constituent Liaison, Congressman Lujan's Santa Fe Office
- John W. Wheeler, Cabinet Secretary, NM Department of Homeland Security and Emergency Management + 3
- [REDACTED], Acting WO [REDACTED]
- [REDACTED], R3 [REDACTED]
- There were also visits from several employees from the Santa Fe and Carson NFs.

On-line Tools: One of our PIOs created a Rainbow Gathering information webpage on the Santa Fe National Forest website at: <http://www.nmfs.gov/r3/sfc/rainbow/index.html>. The page included a fact sheet containing general information, news releases, and a map with directions to the Gathering site, contact information, and the approximate number of people on-site. Daily updates (brief posts or "tweets") were posted on Twitter at: <http://twitter.com/sfnrainbow>

Communication Plan: The Communication Plan was collaboratively drafted prior to the event by the Santa Fe National Forest PAO with assistance from other PAOs from the Carson and Gila National Forests and Public Affairs Specialists from the Southwestern Regional Office. The comprehensive plan identified objectives, target audiences, key contacts, leader's intent, roles and responsibilities, and action items.

Throughout the event, PIOs notified internal and external audiences about the management and progress of the Rainbow Family Gathering. Internal communications consisted of notifying internal audiences including: key agency contacts at the District, Forest, Regional and National levels, Forest employees, and NIMT personnel. External communications consisted of notifying external audiences including: cooperators, the general Public (Village of Cuba and Rainbow Family participants), elected officials, media, and the neighboring Jemez tribe.

INTERNAL COMMUNICATIONS:

Key Agency Contacts – The Team PIOs provided a daily internal update to key contacts at the District, Forest, Regional and National levels. The updates included information

about safety and health, resource issues, law enforcement (LE), public/media/legislative affairs information, statistical information including the approximate number of people on-site and the number of LE incidents, recently reported news articles, and links to Forest Service and Rainbow Family produced on-line information. Internal updates were distributed from June 19 through July 7, 2009. Internal updates were intended for limited distribution (not for public release) and were reviewed and approved by the Incident Commanders prior to their release.

Forest Employees – Forest employees were updated via news releases, internal updates produced by the Forest PAO, and a slideshow with photos of the Gathering. Forest employees also utilized the Rainbow Gathering webpage established on the Santa Fe National Forest website at: <http://www.fs.fed.us/r3/sfe/rainbow/index.html>.

NIMT Personnel – The Team Lead/Acting PIO attended morning briefings and Command and General Staff meetings daily to update team personnel on public, media, and legislative affairs information. Copies of daily updates and news clippings and other inter-team memorandums were placed in LEOs' folders. An internal bulletin board for team personnel was created at the ICP for posting of news clippings, weather information, news releases, photos, maps, and other general information.

EXTERNAL COMMUNICATIONS

The Forest PAO used existing email lists and newly created Rainbow Gathering contact lists to share news releases with external contacts. Eight news releases and one media advisory were distributed.

Cooperators – An agency coordination meeting hosted by the Southwestern Region was held on the afternoon of June 17, 2009 in Santa Fe, New Mexico to provide cooperators with the latest information on the Rainbow Gathering to be. At that meeting, cooperators were interested in receiving news releases about the Gathering provided their e-mail addresses on a sign-in sheet. Throughout the event, local, county and state cooperators who were working together with the NIMT regularly received news releases.

General Public (Village of Cuba and Rainbow Family Participants) – Two community meetings were held in Cuba to inform the public about the Rainbow Family, the types of environmental, social and political impacts to expect for their gathering, and how the Forest Service regulated and managed the event. The first meeting was hosted on June 3 by the Cuba Ranger District prior the Gathering site being announced by the Rainbow Family. After the Rainbow Family identified the Parque Venado area as the site for their 2009 Gathering, the Mayor of Cuba hosted a second meeting on the evening of June 17, 2009.

Extensive trap lines were conducted prior to NIMT arrival. During the weekend of June 13-14, over 50 contacts were made along Highway 550. PIOs provided many businesses with a fact sheet about the event. After the Team's arrival, an abridged version of the trap line was conducted on days news releases were disseminated or when there was new

information to share. Major trap line locations included: Village of Cuba, Cuba City Police, Cuba Post Office, Cuba Health Center, McDonalds/Circle K, Prescillianos Restaurant, Conoco Gas Station, El Bruno's Restaurant, Denny's Chevron, Mikey's Saveway, Ortega's Insurance, and 7-2-11 Convenience Store.

A bulletin board with postings of news clippings, weather information, news releases, photos, maps, and other general information was located in front of the Cuba Ranger Station and at the Cuba Visitor's Center located at the intersection of Highway 550 and 126.

Elected Officials – The Forest PAO regularly updated local congressional contacts. The Southwestern Regional office made national congressional contacts. The Cuba District Ranger made contacts with the Mayor of Cuba throughout the duration of the event. An e-mail list that included elected officials was managed by the Forest PAO and all news releases regarding the event were forwarded to recipients included on the list.

Media – Media interest began after the site was announced on July 11, 2009. All interviews with newspapers, radio, and television stations were coordinated through the Lead PIO. Media was not required to be escorted to the site unless they requested an escort. A media advisory was issued on July 2 to encourage the media to check-in at the ICP before traveling to the site, and to request television stations not to fly over the perimeter of site on July 4th, 2009 to respect the wishes of the Rainbow Gathering participants on their day of prayer and celebration. Many media days occurred when there was a community meeting, on court days (June 22, June 26, June 1, and July 6) and on July 3, 2009. A few media called after July 4th to talk about rehab. Media covering the event included:

- Television – Albuquerque stations: KRQE Channel 13, KOBTV Channel 4, and KOAT Channel 10 and Local Taos Station Channel 12.
- Print – Albuquerque Journal, Santa Fe New Mexican, Santa Fe Reporter, Rio Grande, Cuba News, Taos New and the Sublette Examiner out of Wyoming. An Associated Press reporter did a story on the Gathering and that story was included in a few national newspapers.
- Radio – KKOB and Peace Talks Radio.

The coverage was relatively fair, accurate and well-balanced. Despite PIOs' efforts to pitch stories about the rehabilitation work and good working relations between the NIMT and the Rainbow Family, some media focused more on the issues facing Law Enforcement and the Rainbow Family.

Tribal Relations – Tribes near the vicinity of the Gathering site (Zia Pueblo and Jemez Pueblo) were notified about the impacts and management of the event prior to the Team's arrival. News releases were regularly sent to the Jemez tribe which was the closest tribe to the Gathering area.

RECOMMENDATIONS/OBSERVATIONS

1. Having a team of at least three PIOs at all times made a tremendous difference in effectively handling media, internal and external communications.
2. News Releases had to be approved by the Forest and sometimes this was not done in a timely manner and PIOs were unable to meet media deadlines.
3. Because this event happens every year on a National Forest, it would be very beneficial to develop an Information Guidebook that could be passed to the incoming PIO each year. The Guidebook could contain standard information that the PIO would need to know about what to do before the event, how to set up the Information Center, who should be included on mailing lists and critical daily tasks. A generic list of key messages and talking points should be included because the same issues come up every year and the public and media ask the same questions from year to year. A comprehensive Guiding Guidebook for all Team positions would also be useful.

Administration Section Summary

By [REDACTED] *National Rainbow Incident Management Team Finance Chief*

Administration:

The Administration Section includes Finance, Logistics and LEIMARS. This section is responsible for providing administrative support and services to the National Incident Management Team (NIMT) and personnel ordered for the NIMT. Specific areas include: budget preparation and expense 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, operating from Forest Service Cuba Ranger District Office.

The "Rainbow Incident" was funded at the Washington Office level and reallocated to LE&I - Region 1. The funds provided for this operation are intended to support the costs of the NIMT and ordered personnel. This year's NIMT budget was \$400,000. All Law Enforcement and Investigation (LE&I) personnel including three of the four LE&I administrative staff assigned to the incident are paid for overtime only from the NIMT. The Safety Officer, Public Information Officer, Resource personnel, Planning were paid for by Regional funding. The current funding level does not allow the team to cover the true costs of all personnel assigned to the NIMT.

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.

ROSS was not used this year on the incident. All personnel were notified through a letter of their assignment.

Incident personnel were located in two motels in Albuquerque, NM. The motel was selected because of availability. There was no remote Magistrate Court so no fees were incurred. Court was held in the Federal Court house in Albuquerque.

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 2, 3, 5 and 8 each provided an administrative assistant. LEIMARS support is also assigned to the administrative area to enter all incidents, warnings and violation notices into the LEIMARS system. The administrative area provided all documentation related to statistics gathering and prepared court dockets for four court dates.

A total of \$36,000 was committed to the Sandavol and Rio Arriba County Sheriff's Departments for Cooperative Law Enforcement Agreements. This did not come out of the NIMT budget. Region 3 budgeted for both the agreements.

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 work 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. The current budget 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.**

It is recommended that an administrative briefing package be developed for future Gatherings. This package would include historical administrative processes of the NIMT and would be provided to the host Region/Forest before team arrival. This will assist in the initial staging phase of the incident by providing the past practices and roles of the team and eliminate some of the confusion regarding the NIMT and Forest responsibilities.

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 Cuba District Office was instrumental in creating a smooth transition into the community for the NIMT. They arranged for office trailers and office equipment. The administrative section is appreciative to the individuals that contributed their time and expertise to the operation.

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