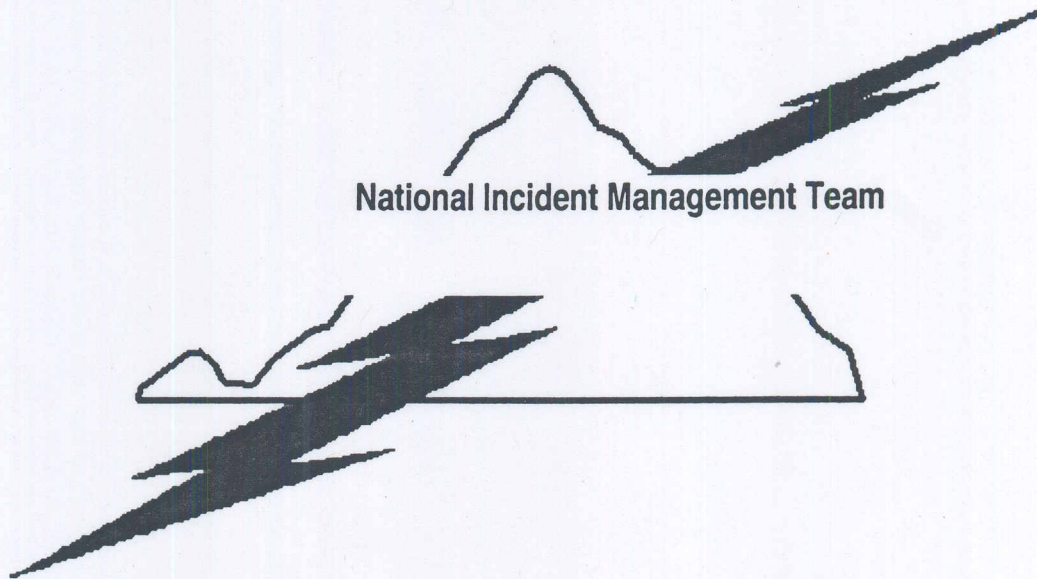


**2008 National Rainbow Family Gathering  
Bridger Teton National Forest  
Pinedale Ranger District  
June 14, - July 13, 2008**



**National Incident Management Team**

**National Incident Management Team  
Incident Summary**

**Incident Summary**  
**2008 National Rainbow Gathering**  
**Bridger – Teton National Forest**  
**Pinedale District**  
**June 14 – July 13, 2008**  
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# **2008 NATIONAL GATHERING OF THE RAINBOW FAMILY OF LIVING LIGHT**

## **EXECUTIVE SUMMARY**

**JULY 7, 2008**

The 2008 National Gathering of the Rainbow Family of Living Light was held in the Pinedale area on the Pinedale Ranger District of the Bridger-Teton National Forest.

The National Incident Management Team (NIMT), led by Gene Smithson, Incident Commander, managed the incident. Operations were based first from an Incident Command Post (ICP) at the Holiday Inn City Center, in Riverton, Wyoming, then from the BLM office in Rock Springs, Wyoming. Two field ICPs were also used by the NIMT as well as cooperators. The Dutch Joe Work Center was utilized by the team, which was located just adjacent to the gathering, and a BLM Trailer was set up just outside of the gathering area on private property. The Farson, Wyoming Fire House was utilized for court (three days). Logistics were more difficult this year due to the distance from the ICP to the gathering site (approximately 120 minutes). This logistical problem arose because hotel accommodations for the team were almost non-existent. This resulted in the NIMT having to pick a location to reserve motel rooms through July 9. Based on the most current Rainbow website information at the time, the decision was made to stay in Rock Springs.

The NIMT was formed in late 1997. The team consists of 10 core members structured after an Incident Command System "short" team. The current team consists of an Incident Commander, 1 Investigator, Operations, Administration, Special Uses, Information, Safety, Planning, and Communication Section Chiefs. Reports from each section are included in this document. The 2008 National Rainbow Gathering was the team's eleventh formal assignment as the Forest Service's response to large group events. Social issues associated with the gathering greatly differ from the agencies' more typical role managing wildfire and hurricane incidents.

At the end of the 2007 gathering, held on the Ozark National Forest in Arkansas, the Rainbow Family held their "vision council" to discuss the location of the 2008 gathering. They voted to gather in Wyoming. The team's Special Use Administrator as well as the Washington Office began communication with Rainbow Family members in the winter of 2007-2008 and a list of gathering locations proposed by the Forest Service was sent to Family members in early 2008. After that time, the Rainbow Family continued communicating with the Team's Special Use Administrator regarding their 2008 gathering location.

Specific sites for the national gathering are traditionally selected during Spring Council (late May or early June) after scouts visit sites around the area. This year's Spring Council was held at Boulder Lake, a developed camping area about 20 miles southeast of Pinedale, Wyoming on National Forest System lands. This council occurred on or around June 10. According to all gathering participants spoken to, this was the smallest council ever attended. The location chosen was Big Sandy, on the Pinedale District of the Bridger -Teton National Forest. This was not one of the sites offered by the Forest Service.

From December 2007 through June 2008 a series of phone calls were held between Under Secretary Mark Rey's office, the Forest Service, and Rainbow Family individuals. The context of these meetings was to promote cooperation between the Forest Service and gathering participants. Sites were to be offered by the Forest Service and information/resource concerns were to be provided to RFL by the Forest Service. A list of 13 concerns with the Big Sandy site was given to the RFL. Their interpretation of the list was that everything was simply problems that could be mitigated. In the future, if the gathering continues, it is recommended that everything in the future be presented to the RFL in a black and white scenario, where there is no opportunity for interpretation of "gray" areas.

Although the Forest Service requires a Non-Commercial Group Special Use Permit for every group over 74, the agency has the discretion with respect to enforcement of this authority. This year the Department of Agriculture through Under Secretary Mark Rey directed the Forest Service to attempt a different approach by not requiring the special use permit if certain criteria were met (for more specific information see page 3 of Washington Office, LE&I June 7, 2007, Employee Questions and Answers). Although most of the criteria/timelines for not requiring a special use permit were not met by the Rainbow Family, the Forest Service continued negotiating with family members and an Operation and Maintenance Plan was negotiated and verbally agreed to by a few individuals from the Family and the Special Uses Unit Leader on June 30, 2008.

Starting on June 18, Resource Advisors from the team began managing/mitigating resource concerns associated with kitchens, slit trenches, grey water, compost pits and other improvements. On June 28, the forest provided additional resource advisors to help continue this management.

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. This will help minimize resource impacts and increase the success of the rehab of the site. The NIMT believes that having a Special Uses Unit Leader, and experienced Resource Advisors on the team is a key component in helping the local forest prepare and to ensure that this early cooperation and work is completed to address the resource concerns effectively.

The Special Uses Unit Leader met routinely with Rainbow Family participants to discuss issues and concerns and review compliance with the operating plan. This strategy did **NOT** work well for the Forest Service. It became very obvious at this gathering that the "Elders" who once could address concerns are no longer listened to by the younger participants. They were not successful in addressing concerns brought forward by the Resource Advisors and could not convince younger participants to adhere to the operating plan. .

The gathering culminated with a prayer circle around noon, July 4<sup>th</sup>. We estimated 7,000 people participated in the gathering this year which was significantly less than the 2006 gathering in Colorado where approximately 15,000 attended, but close to the same numbers as the 2007 gathering in Arkansas.

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

Based on the past 5 years, whether a permit was signed/required or not, many issues remain to be mitigated when managing a group that is as culturally and socially diverse as the Rainbow Family of Living Light. Illegal drug use was again common place, with a large percentage of gathering participants using a variety of illegal drugs. Mob dynamics continued to be a problem due to a combination of drug and alcohol use along with the increased number of younger participants that do not appear to have the same "Peace/Love" philosophy as the older more traditional Rainbow Family members. However, increased tactics and training of officers in the field curtailed any serious incidents. On two occasions, officers successfully deployed but did not fire pepperball guns to diffuse a hostile crowd and potentially dangerous and life threatening situation. On one occasion the officers successfully deployed pepperball guns to diffuse a crowd and escape a dangerous situation of people throwing rocks and physically attacking officers. The NIMT believes that at a minimum the 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. These resources are needed to continue to respond to displays of civil disobedience by the Family, which always places officers at high risk of injury and personal safety. The issue of officer safety was commonly stated among the law enforcement officers. The NIMT feels that the original premise for this gathering no longer exists, that the dynamics have changed significantly, and this use is no longer acceptable on National Forest System lands. If the RFL is not willing to follow the operating plan, then full NEPA should be completed to address the impacts of the gathering.

As of July 5, 2008, there were 17 individuals arrested, 268 Violation Notices written, 125 Warning Notices and 63 Incident Reports issued by Forest Service law enforcement and forest protection officers. Although total incidents are down from last year, percentage wise this is a significant increase from previous years based on 7,000 total participants. Many violators were turned over to local law enforcement for violations of state laws

ranging from interference and assault to some drug violations. The cumulative state, county, and local law enforcement statistics are not available as of July 6, 2008, but will be provided to the Incident Commander and added to this report at a later date.

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

The Rainbow Family has been sensitive to the bad press generated when Family members use local emergency room facilities and do not pay, leaving the county EMS system holding the bag. The CALM unit at the Rainbow Gathering was actively working to treat as many people as possible, rather than have them seek medical care at local emergency rooms. However, as of July 5, 2008, there had been an unknown number of out-patient visits by Rainbow Family members to the local hospital. The estimated bill as of July 8 for indigent care at Fremont and Sublette Counties for out-patient 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 numbers and cost estimates. Following last years gathering in Arkansas the incident Safety Officer contacted those health services that were impacted and was unable to collect any data due to privacy regulation. There were no air ambulance calls.

The Fremont and Sublette County Ambulances treated at least two Rainbow Family participants and transported one patient associated with the Rainbow Gathering to medical facilities. The total non-reimbursed costs as of July 7 are unknown. If data becomes know in follow-up contacts by the incident Safety Officer it will be submitted at that time.

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

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

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

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

The Rainbow Family must come to terms with the fact they will be policed and regulated during the event, just as any other citizen or group seeking to use public lands to meet and gather. After seeing the results of this years attempt at cooperation, after hundreds of hours of communication, and getting the same lack of cooperation, we feel that this is no longer in the interest of the Forest Service to entertain this activity. It has become very apparent that the RFLC can no longer control many of the participants, that they no longer follow the operating plan, and their primary reasons for gathering are no longer religious in nature or environmentally driven.

After extending their detail at the request of the Forest, on July 13<sup>th</sup> the National Incident Management Team will transition management of this incident back to the Bridger-Teton National Forest, Pinedale Ranger District.

## ***SUCSESSES***

1. **Unified Command**. The NIMT succeeded in strengthening relationships within the community including, but not limited to, state and local law enforcement agencies, public health and safety services, local residents, government officials, and local forest managers.
2. **Interagency Support**. The NIMT received tremendous support from the BLM, U.S. Marshal Service, Fremont, Sublette, and Sweetwater County Sheriff's Office and the Wyoming State Highway Patrol. This support significantly increased our shift capabilities to perform a wide variety of operations.
3. **Safety**. The incident was completed without any major medical injuries to Forest Service employees as well as other supporting agencies within the Unified Command.
4. **Support from Forest**. The Forest Supervisor and District Ranger and their staff provided excellent support to the NIMT, including GIS, resource advisors and specialists, and local Law Enforcement Officers. Funding was also provided to help with safety concerns.
5. **Resource Support**. NIMT received excellent natural resource support from the Bridger-Teton National Forest and from two employees from the Routt National Forest in Colorado (where the 2006 Rainbow Gathering was held).
6. **Communications/Dispatch**. Primary communication was through the State SALECS (Statewide Law Enforcement Communication Syatem). Secondary communications was through the Teton Dispatch center.

7. **Coordination with DOJ, US Attorney's Office, and Office of General Counsel**  
Early coordination with these departments enabled the NIMT to process judicial issues as well as administrative issues in a timely and efficient manner.
8. **Incident Information.** The NIMT and forest were successful in keeping media interest in the Rainbow Gathering relatively low and involving mainly local coverage. Articles about the Rainbow Gathering in the media was factual, well-balanced and often portrayed Forest Service management efforts in a good light. Distribution of information reached many internal and external audiences in a timely manner.

## ***TOPICS NEEDING DISSUSSION***

1. **Officer Training.** As with 2007, on the first day of training, officers completed the morning incoming briefing that included sexual harassment/civil rights and other necessary instructions. Officers also completed Pepperball certification, a use of force and electronic control device refresher, and K-9 training. The second and third days of training were classroom and field sessions of crowd control training, taught by the United States Park Police. On the third evening, officers were given instruction in Wyoming traffic law by a Wyoming Highway Patrolman. The NIMT still believes this training is critical to prepare officers to handle a variety of situations that routinely occur at Rainbow Family Gatherings and should be continued in future years.
2. **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.
3. **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.
4. **Permit Administration & Resource Protection.** Permit and/or operating plan administration and/or resource protection does not get adequate support at the national or regional level. The fund code set up for the NIMT did not cover the cost of the Special Uses/Resource Advisor Division Supervisor, and did not cover the cost of the permit and/or administration team. Because no funding was available to pay for the permit administrators/resource advisors, forest employees were utilized as permit administrators/resource advisors. Most of them were not identified until the last minute; however law enforcement had their team identified well in advance of the event. Additional funding should be allocated in 2008 to the NIMT to cover the true costs associated with this event. There are significant resource issues with ALL gatherings,



and this should be covered as part of the team expenses in order to alleviate the impacts to local Forests and Districts,

**Recommendation:** Funding needs to be allocated at the national level to cover the full cost of permit administration/resource advisors. This would make it possible to identify people well in advance that would make good permit administrators/resource advisors so that the terms and conditions of the permit would be adequately enforced if a permit is signed and the resources would be protected whether a permit is signed or not. It would also allow the use of people that have previous experience with a National Rainbow Gathering because you wouldn't have to be concerned with utilizing only forest employees or employees within the region in which the gathering is held.

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

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

a. "Emergency" incident – Although the National Rainbow Gathering is an emergency in terms of mobilizing personnel and utilizing the incident command system to manage the impact of the large group gathering, this is not an unexpected event. For 36 years the Rainbow Family has gathered on national forest lands. The financial and resource impacts to the forest are significant. Currently, funding has been established for the NIMT to pay for the core team, law enforcement officers and related expenses. This funding does not cover the base pay of LE&I personnel, salary for resource advisors, and does not allow funding to the forest to offset the support costs they incur to assist the NIMT. A special fund needs to be established at the Washington Office level to "set aside" the appropriate amount of money to fully fund the team and provide the "hosting" forest with the funding required to pay for all support and rehabilitation work they incur.

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

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

## **Law Enforcement Operations Summary**

### **INTRODUCTION**

The NIMT Operation Section is headed by the Operations Chief. Three Division Supervisors work for the Operations Section Chief. Each Division Supervisor is responsible for the management of approximately eight to nine officers over 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 2008 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 Big Sandy Campground on the Pinedale Ranger District. The site was on NF land immediately adjacent to BLM property and many of the gathering participants were parking and/or camping on BLM. In the week prior to Forest Service officers becoming operational in the field, BLM Law Enforcement Rangers maintained a constant law enforcement presence in the area. The BLM provided real time intelligence to the USFS regarding the status of the gathering participants.

There was much dissention among gathering participants about using this site. A user conflict was occurring between the Rainbow Family and other user groups. Due to this conflict, a few gathering participants went to the Snyder Basin area, which was the site of the 1994 National Gathering. This site never attracted more than 20 people. Eventually, the Big Sandy site became the site of the gathering and an operation plan was submitted and approved by the Forest Service and Rainbow Family on 6/28/08.

Several incidents occurred that involved participants interfering with officers. There was one incident involving an assault on three officers. During this incident, the TASER electronic control device was deployed to control the suspect. Three other contacts resulted in officers having to physically restrain suspects.

Two incidents occurred where officers were surrounded by gathering participants, while officers were performing their law enforcement duties. Pepper ball projectile launchers were deployed to keep the crowd from interfering with officers. In both incidents, officer dispersed the crowds without having to fire a round.

One incident occurred where ten officers had to use force to safely leave the Gathering. While conducting an arrest for drug possession near Kiddie Village in main meadow, officers were interfered with by a female. Officers arrested both suspects. Officers were then surrounded by a mob of approximately 300-400 people. The mob began interfering with officers trying to exit the main meadow using the Bus Village trail. The mob began assaulting the officers by throwing rocks and sticks at the officers and also advancing on the officers. The officers were giving commands for the mob to disperse and to move back. The mob did not comply and officers were forced to use Pepperball projectile launchers to clear the mob from their path and to keep the mob from advancing.

Officers continued to disperse the crowd while trying to safely exit the one-mile trail to Bus Village. Another team of approximately ten more officers arrived as back up and helped the first team push back the mob and exit. The mob continued to assault the officers by throwing sticks and rocks until the officers left Bus Village.

Officers were assisted by ten BLM Law Enforcement Rangers, approximately ten Wyoming Highway Patrolman, and approximately 20 Sublette, Fremont, and Sweetwater County Deputies.

The officers set up a temporary command post at Squaw Creek and assembled. A large number of cars began exiting the gathering. An officer recognized on suspect trying to leave the Gathering in a vehicle. The suspect was stopped and arrested. The suspect had marijuana and a large amount of cash in his vehicle.

During that arrest, a large number of cars were trying to enter the Gathering. Officers had a crime scene secured in the road and were temporarily turning cars away. One person exited his car and began advancing on officers. Officers ordered the suspect to stop and turn away. The suspect did not comply and was arrested for resisting and interfering.

For the last several years, the demographics of the gathering have changed. A large number of participants are younger homeless drifters that have been described by the Rainbows themselves as "gutter punks." During the previous two Gathering's, mob incidents have occurred in which officers have been assaulted and/or interfered with. All of these events may have worsened had the officers not assumed a command presence and the Pepper ball projectile launchers not been deployed. Due to leadership, professionalism and common sense of the officers on scene, the potential for these incidents turning into deadly force situations were avoided.

Six canine units were assigned to the NIMT this year. Two canines were assigned to each shift and were used extensively during vehicles stops. The canine teams were very successful in detecting narcotics. Several felony distribution drug cases were made, due to the use of these teams.

A USFS field Incident Command Post (ICP) was established near the gathering site. The site was located at the USFS Dutch Joe Guard Station. A BLM/Sublette County Sheriff's

Office field ICP was established on private property approximately two miles from the gathering site. Both ICP's had trailers where officers could take breaks away from the gathering. The ICP's were also used to store ATV's and UTV's that officers used during patrols.

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, BLM, Sublette County Sheriff's Office, Sweetwater County Sheriff's Office, Teton County Sheriff's Office, Fremont County Sheriff's Office, Wyoming Fish and Game, Wyoming Highway Patrol, Wyoming Department of Criminal Investigation, and Wyoming Department of Homeland Security.

The incident was located in the Big Sandy area on the Pinedale Ranger District of the Bridger-Teton National Forest in Sublette County, Wyoming. One cooperative law enforcement agreement was executed to manage the incident. An addition was made to the existing cooperative agreement with the Sublette County Sheriff's Office. They received an additional \$5,000 that was used to supplement officers at the gathering site, to provide for dispatch services for the participating law enforcement agencies and to supplement fuel costs for patrol vehicles.

This agreement 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 extensively before and during the gathering. BLM assigned a Deputy Incident Commander, Law Enforcement Operation Chief, and Incident Investigator to the NIMT to supplement patrols and investigations on FS and BLM lands. The BLM had two Division Supervisors assigned to supervise four officers each during staggered shifts during the gathering. The BLM and FS integrated well during the gathering; sharing information, conducting joint law enforcement and investigative operations routinely. BLM command staff participated in two daily briefings throughout the gathering.

Wyoming Highway Patrol assigned a Special Operations Team consisting of approximately twelve Troopers working two separate shifts. This team patrolled the State highways and county roads leading to the Big Sandy area. The team issued 140 citations, 70 warnings, 15 motorist assists, 16 misdemeanor drug cases, 4 felony drug arrests, 1 DUI, and 1 vehicle accident.

The NIMT worked with the United States Attorney's office, United States Marshal's Service and the United States Magistrate to set three court dates prior to the end of the gathering. A policy was developed to issue all citations as mandatory appearances if the

offense took place prior to the court dates. These hearings were set to occur at the old Farson Fire Station. The bays in the fire station were transformed into a Federal Courtroom at the request of the Federal Magistrate judge. This facility was located approximately 35 miles from the site of the gathering.

Magistrate Karen MARTY held court on July 1<sup>st</sup>, July 2<sup>nd</sup>, and July 3<sup>rd</sup>. The court sessions ran very smoothly and proved to be very successful, allowing many cases to be cleared. The Magistrate Judge and the U.S. Attorney's Office had high praise for the professionalism and patience the officer showed at the gathering and in the courtroom. Approximately \$9,125.00 in fines and costs were assessed by the court.

A search for a missing person occurred during this years gathering. The son of the Sublette County Sheriff went missing on June 21, 2008. A few days after the search began, the truck belonging to the Sheriff's son was located approximately two miles from the gathering. The truck had been shot and had several bullet holes. A search by law enforcement, the Sheriff's family, and by volunteers continued throughout the duration of the gathering.

On July 3<sup>rd</sup>, a body was located with a self-inflicted gunshot wound approximately one mile from the location of the truck. The Sublette County Sheriff's Office has said the body has not been positively identified at the time of this report.

The Forest Service and BLM assisted in the search by actively patrolling for the missing man and by contacting Rainbow Family members to gather intelligence about him.

## **LE&I STAFFING**

Forest Service law enforcement personnel operated within the Incident Command System under the direction of Incident Commander: Gene Smithson.

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

Field Operations Staff:  
One Special Agent  
Three Shift Supervisors  
Six K-9 Officers  
21 patrol Officers (vehicle)

### **SUPERVISORY PERSONNEL**

Three 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**

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

The Incident Investigator acted as evidence custodian and downloaded digital photographs taken by officers for court. An evidence storage vault was secured at the BLM field office in Rock Springs, Wyoming.

The Investigator also coordinated with state and local investigators, including deputies from the Sublette County Sheriff's Office, the Sweetwater County Sheriff's Office, and the Wyoming Division of Criminal Investigation (DCI). The Wyoming DCI assisted with investigation and prosecution of all felony drug cases related to the Gathering.

Seventeen physical arrests were made by the Forest Service. Eight of these cases were felony drug possession and trafficking cases that were forwarded to Wyoming DCI for state prosecution. Two arrests were for state warrants, one for driving under the influence, and the remaining arrests were for interfering or assaulting officers.

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, and with only one Incident Investigator assigned, 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  
LSD  
Ecstasy  
Methadone  
Psilocybin Mushrooms  
Many Types of Controlled Prescription Narcotics  
Hundreds of Pieces of Drug Paraphernalia  
Approximately \$17,000 Cash  
7 Firearms Including 1 Stolen Firearm

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

## Cumulative Incident Statistics

**Cumulative 2008**

**People on Site: 7000**

TYPE OF INCIDENTS:	Incident Reports	Warning Notices	Violation Notice	Arrests/Warrants	
DUI		0	0	1	1
Alcohol Related		0	11	0	11
Drug Related		11	88	8	139
Weapons		0	0	0	0
Disord. Conduct		0	0	0	0
Assault/Officer Interference		0	9	6	17
Traffic & Vehicle		18	18	0	48
Vehicle Accidents		0	0	0	0
Medical		0	0	0	0
Juveniles Recovered/Assist.		0	0	0	0
Stolen/Missing Veh. Recovered		1	1	0	3
Stolen/Missing Property, Shoplift.		0	1	0	1
Loitering/Panhandling		0	0	0	0
Nudity		2	0	0	2
Stolen/Damaged Public Property		0	1	0	1
Natural Resource-F&W		1	2	0	3
Public Assists and Other Incidents		0	0	0	0
Occupancy Use/Permit		5	6	0	17
Sanitation		0	10	0	14
Fire		1	13	0	16
Timber		1	2	0	3
Agency Assist		0	0	2	2
Damage to Gov't Property		1	3	0	4
Other		0	0	0	0
Forest Roads & Trails		85	103	0	192
<b>TOTALS FOR INCIDENTS:</b>	63	126	268	17	474



## Planning/Natural Resource Section Summary

### Introduction

This year a Planning position was not funded. The duties were covered primarily by the Special Uses Section Chief (who was also not funded by team funds). This is not an acceptable way of doing business. This is a critical position. The extra work wears on already busy people.

The Planning Section was responsible for five primary areas surrounding the management of the 2008 National Rainbow Family Gathering. These areas include (1) incident planning (IAPs), (2) incident mapping, (3) briefing, strategy, and unified command meeting facilitation, (4) natural resource management, mitigation and rehabilitation coordination and (5) incident documentation and final report coordination. The following is a summary of the Planning/natural resources section operations and accomplishments.

### Planning Operations/Accomplishments

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

Meeting	Objective/ Comments	Attendees	Time
District Ranger/ Forest Supervisor Orientation/ Site Reviews	Overview of previous and current management situation. Met with 3 District Rangers and their staff to provide advice and council and expectations of this year's gathering	District Rangers/ Staff and LEOs	6/13 6/14 6/19 6/21
Incident Action Plan Development and Briefings	Incident Objectives, Organization, Communications Plan, Medical Plan, Division Assignments, Officer Call Numbers, Contact List, Weather and Safety Messages, Maps, etc (14 IAP's and 19 total briefings)	Day Shift Evening Night Shift	0700 1130 2330
Unified Command	Briefing to and input from all cooperators, discussion of needs, objectives, issues and concerns; primarily attended by federal, state, county, and local police and EMS agencies. (1 meeting) Attendance was about 60 individuals.	IC, Team, Cooperators	June 27 1000 - 1200
Strategy/	Develop strategy, resource and special	IC,	1900

Planning Meeting	assignments, prepared 14 Incident Action Plans	Operations, Special Uses Coord, Safety Ofcr. as needed	
Forest Service/ Rainbow Family Operating Plan Meetings	Discuss implementation of the operation and maintenance plan, identify and resolve resource issues and concerns	Natural Resource Group Leader and Rainbow Family Members	Daily or as needed at 1200 at the gathering site
Incident Close-out meeting	The purpose of this meeting was to transfer the management of the gathering back to the Pinedale Ranger District and the Bridger-Teton National Forest. Each section gave a brief summary of how their section contributed to meeting the objectives identified in the Delegation of Authority, their operations, and recommendations for future gatherings. Forest and district personnel asked questions for clarification and gave their thoughts on the NIMT performance in managing the gathering, two state and one county agency officials also participated and provided comments in this meeting.	Forest Supervisor, District Ranger, and Staff, NIMT IC and Section Chiefs,.	7/07/08 @ 1000

(b) Incident Action Planning

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

- Incident Cover Sheet
- Incident Objectives (ICS-202)
- Organizational Assignment List (ICS-203)
- Division Assignment list (ICS-204)
- Medical Plan (ICS -206)

- Daily Safety Messages
- Communication Plan
- Site Visitation Guidelines for Resource Incident Workers
- Officer Advisories
- BOLO's
- Special Use Permit, Application, Operating Plan and Correspondence
- Incident, vicinity, forest, and state, and resource/ structure maps
- Contact List
- Officer Guidebook (covered in Operations Section)
- Incident Maps

Note: Copies of all of the Incident Action Planning information is located in the Incident Final Package. A copy of this package is located at the Washington Office, Bridger - Teton National Forest Supervisors Office and the Pinedale Ranger District Office in Pinedale, WY.

#### (c) Incident Mapping

The Planning/natural resources section worked with and received excellent support from the district and BLM GIS Coordinator as well as the District Staff. This resulted in extremely high quality and timely map production. A variety of maps were produced for the incident and were revised as needed to add information which was primarily the identification and GPS location of kitchens, information areas, primary camps, springs and waterlines, slit trenches, compost pits, gray water pits, primary camps and trails. All maps were produced in color including Display Maps (28"x36" and 16" by 24") and Incident Action Plan Maps (8 1/2"x11"). The following is a list of maps produced for the incident:

- a. General vicinity and location map (8 1/2"x11"),
- b. Area Topographic Map,
- c. Ortho and Topographic IAP and Display Maps,
- d. Resource Ortho and Geographic Maps,
- e. Forest Visitor and Wyoming Highway maps were also provided to patrols and resource specialists.

#### (d) Unified Command

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

The following topics were discussed at this meeting:

- \* Overview of previous Rainbow Gatherings and what communities can expect,

- \* Overview of current law enforcement, natural resources and health and safety operations,
- \* State and county agencies also provided updates

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

- \* Hospitals need to have early interaction with the National Incident Management Team to gain a clear understanding of potential impacts created by the gathering,
- \* All cooperating agencies need to have a clear understanding of the incident objectives in order to send a consistent message to gathering participants, media, and affected communities,
- \* Early communication between State public health agencies and the NIMT were extremely beneficial and resulted in our agency being well prepared for the incident rather than reactive,
- \* The NIMT is significantly under staffed to complete their assigned mission so support from other State and local agencies is critical to the success of the incident,
- \* Missing persons and BOLO's should be provided to all field going incident workers rather than just Law Enforcement; resource advisors working at the site may see individuals that avoid being identified by law enforcement officers.
- \* Continue to invite county agencies to the early state briefing even though the Forest Service may not know for sure where the gathering will occur,
- \* Overall there was very excellent communications between agencies involved in the incident,
- \* There is little published information from previous gatherings to help state and local agencies prepare for future gatherings,
- \* The Farson Firehouse on-site court worked extremely well and the Dutch Joe Work Center served well as a field ICP
- \* It would be beneficial for the NIMT to identify impacts/consequences of this event to the forest, state and local agencies (water, sanitation, dogs, drugs, soils, and illegal activities) early on to help agencies prepare for the gathering,
- \* Need to construct a multi-agency organizational chart, rather than individual agency to reflect the cooperation that is occurring on the ground,
- \* Meeting schedules (Unified Command, MACC, Incident Briefings, etc) need to be attended by all agencies,
- \*The NIMT needs to relay to the Washington Office that the National Rainbow Family Gathering has significant impacts to state and local agencies and communities and not just the National Forest. There are more than just forest resources that need to be rehabilitated.

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

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

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

(e) GPS and Identification of Gathering Improvements

The Planning and Natural Resource Section (including District Resource Advisors) began to identify, map, and take pictures of improvements at the Rainbow Gathering on June 20 and continued this task until July 5, 2007. Improvements located and mapped included: kitchens, primary camps, information stations, CALM units, slit trenches, gray water and compost pits. Assigning this Natural Resource Section early on in the incident significantly increases our ability to protect resources and minimize disturbance, and locate and map these facilities and structures in a more timely and effective manner.

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

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

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

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

## **Special Uses/ Natural Resources Section**

### **Introduction**

In 1995, a revision of regulations at 36 CFR 251 and 261 requiring noncommercial groups of 75 or more persons to have a Special Use Permit to gather on National Forest System land was implemented. The first permit for a National Rainbow Family of Living Light (RFL) gathering was issued in 2003. Permits were issued for 2003-2005. No permit was issued for 2006 and it was considered an illegal gathering on the National Forest. In 2007, in lieu of issuing a permit, an operating plan was developed in cooperation between the Forest Service and the RFL.

### **2008 Special Use Permit Application**

Efforts by the Forest Service to obtain compliance from the RFL regarding the noncommercial group use permit began in the winter of 2006. In 2007, the RFL and the Forest Service developed an operating plan in lieu of a permit. To continue this effort to obtain compliance from the RFL regarding a noncommercial group use permit, communication continued between individuals from the RFL and the Forest Service throughout the winter and into the spring of 2008.

It was an Agency decision to continue the pilot program started in 2007 to develop an operating plan in cooperation between the Forest Service and the RFL in lieu of issuing a permit. A draft operating plan was created that addressed several of the resource issues, including parking, water development, sanitation, resource damage, riparian and sensitive areas, and communication. Although the draft operating plan was never signed, it was recognized as a working agreement and was used as a means of administering the resource concerns for the area. It was refined through six meetings with gathering participants.

### **Forest Special Orders**

Two Special Orders were enacted in response to the gathering; 1) Public Safety and Resource Protection – Closure around Lamreaux Meadows, and 2) possession of a controlled substance while on the Bridger-Teton N.F.

Those orders are listed in Section J of the Incident Final Package binder.

### **Operating Plan Implementation**

Because of the Rainbow Family's unique makeup and culture, it is sometimes overwhelming for a Permit Administrator or Resource Advisor to enter the area and try to ensure everyone is staying in compliance with the operating plan provisions. The Family's gathering is not the typical noncommercial group use event, and a large amount of controlled substance use occurs. Most alcohol abuse occurs near "A-camp" and is not wide spread throughout the gathering. Aggressive and abusive behavior occurs, and it is

important that law enforcement and Resource Advisors continue to communicate with each other and work together as a team. The constant communication and cooperation between the resource team and law enforcement this year was a key component in ensuring that the operating plan provisions were adhered to, and the resource team could not accomplish this task without the support of the law enforcement.

There were no sensitive areas or archeological sites near the gathering, and there was no fire ban in place. The site was located at 8500' – 9000' in an area with several wet meadows, a very short growing season and very sandy soils. An open Forest Service Jeep Trail (National Forest System Road 855) went through the center of the gathering and was used by the RFL as the main trail. This road was very rough and usually only used by ATV's and UTV's. The site shared a boundary with the Bureau of Land Management (BLM) lands and we worked in very close cooperation with them throughout the gathering. A Forest Service Guard Station was located on the edge of the gathering, and a group of summer homes, a campground and a trailhead into the wilderness were all located a few miles away.

Parking and ingress/egress did not become a major issue this year. Areas along the road and in certain meadows were signed on BLM and FS lands with no parking signs early on, before the main gathering really got started. An area closure was issued around Lamreaux Meadows on the north side of the gathering, and this closure was signed. Administrative parking was blocked off, signed and flagged early at each entrance location. The following signs were created by the Resource Team ahead of time: "NO PARKING", "DO NOT ENTER", "ADMINISTRATIVE PARKING ONLY" and "NO CAMPING WITHIN \_\_\_\_ OF WATER".

The gathering was about 3.5 miles long from the front entrance to the back entrance, and approximately 0.5 miles wide. However 90 percent of the gathering occurred in the upper 1.5 miles and centered around the main meadow area. Most people entered the site from the "back gate" and "middle gate". The back entrance was the end of NFSR 855. This road was very rough and people began to drive across the adjacent meadow. Several Road Closed and No Parking signs were put up, but this soon became part of the main trail and was used extensively. Tow trucks were used to remove cars that were parked in no parking areas. The Forest distributed 6 passes to the RFL for use on their CALM vehicles for expedient egress. Approximately 35 kitchens with fire pits and 40 large camps with fire pits were set up.

The Special Uses Section Chief worked with the RFL throughout the winter and spring on developing an operating plan and approved sites for the gathering. Even though sites were submitted by the Forest Service, the RFL Spring Council decided to go to a site that wasn't pre-approved. The site chosen was not considered to be acceptable by the Forest because of resource concerns and the fact that several other permitted activities were planned for the same area. Both the District Ranger and the Special Uses Section Chief attended several "circles" appealing to the RFL to change locations. The RFL decided to stay at the chosen location. Negotiations and public meetings were held, but by the time the decision was made by RFL, there were too many folks on site and the

Team could not shut down the gathering at Big Sandy. In order to prevent this in the future, the Team needs to be in place at the same time Spring Council is held.

In addition, several firepits were installed prior to any resource personnel looking at them, and when asked to fix the problems, including size and disturbance area, the RFL refused to cooperate with the Forest Service personnel. There were several incidences that the RFL refused to cooperate with Forest Service resource personnel regarding problems at the site.

The Resource Team was drastically reduced this year, and there was only a Special Uses Section Chief and one Resource Advisor. The funding for these positions did not come from NIMT. Two local district personnel and an additional Resource Advisor were brought in during the main week of the gathering to assist with on the ground needs. The Resource Team spent a majority of their time blocking off parking areas and being inside the gathering speaking about safety concerns, resource issues and making a presence. They usually worked in teams of two or three.

### **Resource Concerns**

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

- The gathering occurred in a high altitude area with a very short growing season and very sandy soils.
- There were several exceptionally large fire pits that were dug without taking care to save top soil or ensure any type of rehab could occur.
- Garbage accumulation; not bagged or disposed of adequately. The area is in Grizzly Bear habitat.
- Kitchens/camps/tents/slit trenches located in wet meadows and near water sources.
- Hundreds and hundreds of large holes being dug at the site, including slit trenches, compost pits, fire pits, and oven building locations.
- Dogs off leash.
- Public nudity.
- Illegal parking.
- Illegal drug use.
- Traffic violations.

Resource protection is the primary concern regardless of how the gathering is managed by the Forest Service; therefore, once the location has been determined, it is imperative that the Special Uses Administration Team and district/forest staff immediately begin work on-the-ground to flag and post needed areas. Also, develop and produce standard signs with a cache of carsonite posts to be stored in the NIMT trailer for immediate use by the affected district/forest next year. Delay in production of signs can cause noncompliance headaches. Suggestions are:

- "No Parking"



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

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

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

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

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

## **Health & Safety Post Event Review**

### ***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 CALM 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 into 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 wild land fire potential.
- Travel issues related to vehicles and driving.

### ***Strategy***

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

- Identification of site-specific hazards and concerns associated with the event. As applicable, these hazards and concerns were communicated to incident and agency personnel, cooperators, affected community members and gathering participants
- 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 Wyoming health officials and emergency management officials with in the Wyoming 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 follow up to propose appropriate mitigation measures.
- Incident personnel were debriefed to determine near misses, accident reports for applicable information from prior shifts.
- Safety briefings for assigned personnel were included as the daily operations shift briefings.
- Incident personnel and cooperators were provided with information about health and safety issues.
- Contacts and interaction were made with personnel from Wyoming Department of Health, Wyoming Dept. of Environmental Quality (Water), DHHR Bureau for Children and Families, Wyoming Dept of Emergency Services (Homeland Security) Sublette and Fremont County EMS Services, County Public Health Department, Lander, Riverton, and Rock Springs Hospitals and Pinedale Medical Center. 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 2008 incident are EMTs. The Safety Officer, as well as other personal at the Incident Command Post in Rock

Springs, WY., had access to and provided to incident assigned personnel equipment related to their personal protective equipment such as latex gloves, hand sanitizers, insect repellent, and other items as deemed / identified as necessary for their personal protection.

Biohazard generated at the 2008 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. If not transferred to local hospitals and health clinics the Rainbow Family CALM units agreed to dispose of biohazard waste in Salt Lake City, UT., the closest facility in this area to accept such waste.

Pre-located helicopter air ambulance landing zones were identified by the Pinedale 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. Wyoming Department of Environmental Quality tested the water prior to the main gathering and during the main gathering time frames and found the water quality to be good. At this time it is not known if additional water quality testing will be done, but as 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 as 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.

Sublette 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 raised from low to moderate during the gathering. Two small wildfires were started at the gathering and were controlled and extinguished by incident personnel and the Pinedale RD fire crew.

At the 2008 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), dog and 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 down stream impacts to the drainages that were be used by wildlife, cattle or for general recreation activities. Direct impacts to the live streams in the gathering area is also of great concern. Although water samples from the 2008 tested as good these concerns 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 Pinedale RD may be better prepared to address.

The final operation plan identified recommended / preferred locations to build slit trenches, pit toilets, locations for kitchens and fire and waste pits. Resource personnel assigned to the team identified and / or approved / disapproved these locations. A large fire pit built by the Rainbow participants prior to the operation plan was disapproved and they were instructed to fill the pit in immediately. They refused to fill in the pit when asked but said they would do so after the gathering ended during their rehab process. 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**

Approximately thirty kitchens were identified at the Big Sandy 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 recommends 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 foodborne illness, Sublette 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, viral hepatitis, acute diarrhea, sexually transmitted diseases, food borne and animal related diseases. For protection of incident personnel involved in contact activities, such as medical assistance or law enforcement, personal protective equipment including medical gloves (both latex and non-latex), CPR facial shields and antiseptic chemical barrier products were provided. Safety briefings addressed prevention measures for reducing exposure to these diseases. Biohazard bags and sharp containers were supplied to each patrol unit.

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

The Safety Officer, Sublette County Health, Sublette and Fremont County EMS, and State of Wyoming Dept. of Health workers made periodic visits to the primary and secondary CALM units in the gathering area. Information and was exchanged between the incident Safety Officer, the local EMS and County and State officials regarding areas of concern and how we could work together in pre-planning our actions in case 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. Sublette County Health Dept. did provide condoms, sun screen, and blankets 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 although on several occasions the EMS ambulance was dispatched from Pinedale to respond to emergency calls.

Calm unit did report to the Incident Safety Officer various medical incidents that took place at this years gathering. At the 2008 Rainbow Gathering they had and series of

minor cuts and bruises along with similar non-emergency medical injuries. They acute asthma attack, some participants were effected by the altitude (aprox. 9,000'), and there was one individual in "A" camp that was knocked into a campfire and sustained 1<sup>st</sup> and 2<sup>nd</sup> degree burns. The burned individual refused medical treatment or transfer to a medical facility. One gathering participant suffered a broken arm. Numerous individuals also suffer symptoms similar to a 24 hour flu. Other medical problems may have occurred at the 2008 gathering but were not identified to the Incident Safety Officer by the CLAM units.

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 Sublette County EMS, Sublette County Public Health and the hospital in Lander, WY., for medical assistance. One gathering participant may have been transported to the hospital in Rock Springs with mental health issues by the Rainbow Family.

### **Environmental Factors**

The primary access routes into the gathering area were County, BLM, and Forest Service roads. These routes were also subject to sheep and cattle on the roadway as well as other ranch and farm traffic. In addition there will be recreational use such as motorcycle and ATV riders, mountain bike trail riders, hikers, fisherman, equestrians and other forest visitors. Concerns related to the significant increase of traffic on these roads include congestion on the roadways, visibility, the narrow segments of the road and the temporary mixing of different user groups, some of which are not familiar with mountain driving techniques can create a variety of road/ traffic related safety hazards. Resource workers identified specific parking and "No" parking areas to help control traffic.

Additional environmental concerns included adverse weather issues, related to thunderstorms, high winds, and rain. The Big Sandy 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. Portions of the 2008 gathering site are located at elevations over 9000 feet.

Ticks , mosquitoes, and bears were within the area. No bear problems were encountered. Mosquitoes were bad and mosquitoes in this area are known to carry West Nile disease. Ticks in this area may carry Lyme disease and Colorado Tick Fever. Information was provided to incident personnel in safety briefing and health alerts.

### **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 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.
- Animal Bites.
- Mental Alertness.
- 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 individuals actions or a environmental concern.

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

Verbal and written safety messages for incident personnel 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 co-



operating agency personnel were given a verbal safety briefing prior to visiting the site. Incident personnel and corporators 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 an employees or other assigned personnel deviate from accepted safety practices and / or equipment for their health and safety needs or concerns. Where possible these situations will be identified in the Job Hazard Analysis and are at the descretion 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 that my require immediate action by the employee 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.

There were two reportable accident to this incident, one was an LEO who suffered a twisted knee and was seen by a local doctor. The doctor confirmed that the injury was minor and the officer retuned to full duty. A CA-1 is on file. The second is a rash on a LEO suffered on both arms. It was treated with anti-itch cream. A CA-1 is on file. There was no lost time for either incident

#### **Medical Plan and EMS**

A Medical and an Evacuation Plan was developed for the incident with input from local Forest Service employees, Sublette and Fremont County EMS Services, Sublette County Health Dept. and the State of Wyoming 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 request 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.

Contacts to gather information from the 2007 gathering were unsuccessful due to privacy guidelines. The 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 2008 gathering had on local health care services.

Incident personnel who were injured were required to fill out a CA-1's (Traumatic Injury and Claim for Continuation of Pay Compensation), CA-2's (Notice of Occupational

Disease and Claim for Compensation), CA-16's (Authorization for Examination and/or Treatment), R5-6700-9 (Occupational Exposure) depending on nature of claim.

All injuries were reported and claims (forms) filed even if only done so as a precautionary measure in case of follow-up medical attention becomes necessary for a later date. The Safety Officer and other Incident personnel were not familiar enough with the SHIPS program for reporting the two injuries we had on this incident. If not completed by the time the team disbands the Safety Officer will complete and file any follow-up upon return to his home unit.

## COMMUNICATIONS SUMMARY

I arrived in Riverton, WY on 7/14/08. The Rainbow Gathering location was undetermined at that time. After the location was decided the local repeater was located and set up for the team's use. All communication on this incident was handled through local SALECS dispatch and Forest Service administration repeater. No portable repeaters were deployed. The ICP was set up in the BLM Office in Rock Springs, Wyoming. Data lines were provided by BLM in their location. Computer and printers were furnished by NIMT.

This being my first Rainbow Incident, I thought all went well for my part. I was the COML and there wasn't a COMT on this incident. Help from of the local ISO Lead Tech Mike Pendergrass and BLM Tech Mark Jonier made my job easier. Local techs should be taken into consideration on all Rainbow Gatherings.

The only issue I have with the Rainbow Incidents is all the LEOs need to have a B/K radio installed in their vehicles. This would make communication aspect of this and all incidents more efficient.

## Incident Information Section

### INTRODUCTION

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

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

### OPERATIONS/ACCOMPLISHMENTS

The team arrived in Riverton, Wyoming June 16, 2008. The information office was set up in a conference room at the Holiday Inn in Riverton, Wyoming which was used as the Incident Command Post for the team for the week of June 16. The team later moved to Rock Springs, Wyoming and setup the ICP in the Bureau of Land Management Rock Springs Field Office, later moving to Riverton, Wyoming for the remainder of the incident.

**Staffing:** Incident staffing consisted of the lead Information Officer (IO) with assistance from the Public Affairs Officer for the Bridger-Teton National Forest. The Public Affairs Officer (PAO) was located in Jackson Hole, Wyoming. Throughout the duration of the incident constant coordination was made with the Pinedale Ranger District, Sublette County Sheriff's office as well as the Bridger-Teton NF PAO.

**Communication Plan:** The lead IO met with the forest PAO, prior to the team arriving on site, to finalize a communication plan. The plan was very comprehensive and included coordination of internal and external information. The plan was shared with other PAOs on the forest.

**Internal Communication:** The team IO provided an internal update to contacts in Washington Office, Regional Office and Supervisor's Office. Copies of news releases were also sent to this group. The internal updates, along with news releases, were shared with the regional leadership team and all forest personnel. Information included the approximate number of people on-site, quantity and type of violation notices and assessments of resource conditions provided by law enforcement and Resource advisors. The internal update, distributed from June 23 through July 7, 2008 was intended to be of

limited distribution and was approved by the Incident Commander before forwarding. The Bridger-Teton National Forest provided forest employees with a Rainbow Gathering question and answer sheet and other written material about the Rainbow Family and national gathering. During safety stand down meetings conducted on June 24, 2008 information about the Rainbow Gathering was shared with forest employees at the Pinedale Ranger District. The team IO attended briefings to update law enforcement personnel on expected media visiting the gathering and to remind officers to direct all media questions to the team IO. Internal updates and news releases were forwarded to all team members.

**External Communication:** The forest PAO provided the team IO the existing email lists to share news releases with external contacts. Three news releases were distributed to many key media contacts, chambers of commerce, businesses, media and various agencies in the surrounding communities. Communication with the media was handled primarily by the lead IO. The coordination between the forest PAO and IO was constant and often. Talking points on specific topics were identified and clearly assigned based on the responsible lead, forest or Incident Team. Most of the phone calls the lead IO received were from the media. The forest PAO and front desk personnel at the SO and district offices handled calls predominantly from public and directed media calls to the team IO. Public concerns were primarily regarding as to where the Rainbow participants were and alternate locations to recreate. On average, daily calls to the team IO were moderate.

**Managing the Media:** Media interest began to increase three to four weeks prior to the actual week of the main Rainbow Gathering, July 1-4. The questions initially were in regards to the Boy Scouts of America projects that had been previously organized to be in the same area the Rainbows were considering to locate. Interviews were handled by the forest PAO regarding any information pertaining to the Boy Scout projects. All interviews relating to the Rainbows and Incident team were coordinated through the team IO. Over the course of the incident three radio stations, six newspapers including the Associated Press, one television station and Back Packer Magazine all contacted the IO for questions.

Media began visiting the gathering site the last week of June. Typically the press would not ask for an escort but on one occasion the ABC affiliate out of Casper, Wyoming did request an escort through the site. Little media attended the court proceedings on July 1-3. Very little cell phone coverage was available near the gathering site and made it very difficult to communicate with media while on-site.

Information was disseminated to the media frequently and proactively. The coverage was quite fair, accurate and well-balanced. The lead IO maintained a good working relationship with the media.

**VIP Visits** – There were a few visitors from the WO, RO and Congressional offices that took a tour of the gathering:  
John Twiss, Director for LE&I, Washington Office

Kim Christensen, Special Agent in Charge, Region 4  
Deb Mathews, Assistant Special Agent in Charge, Region 4  
Pati Smith, Senator Barrasso's Rock Springs Staffer

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

NIMT members held a Uniform Command meeting in Pinedale, Wyoming to discuss the impacts of the gathering on the local infrastructure. Attendees included representatives from various law enforcement agencies, emergency management offices, the Mayors office, and county commissioners.

Two Unified Command meetings occurred on June 18 and 25, 2008 in Pinedale, WY. The NIMT provided an overview of what the impacts to local communities and services have been from past gatherings and what to expect from this year's event. The team answered questions from cooperators and identified community issues and concerns. The meeting went very well and generated useful dialogue with cooperators.

Community contacts were established prior to the gathering by the forest, at businesses in Sublette County that were located along the route to the gathering site and were being impacted by Rainbows. The lead IO shared information about the gathering with businesses at the beginning of the gathering and throughout the week of the main gathering.

Forest personnel worked to inform local government officials, state and federal delegations and forest users about the status of the gathering and potential problems for local government. Forest Service law enforcement received outstanding cooperation from the local forest, Sublette County, Fremont County and Sweetwater County Sheriff Offices and the Wyoming Game and Fish.

### **Recommendations/Observations**

1. It is **imperative** that an additional information officer is assigned to assist the lead information officer especially from June 24-July 5. The additional information officer would be extremely helpful with keeping up with required documentation, managing the media at court on multiple days, answering phone calls, visiting businesses on the trapline and meeting up with media who showed up at the gathering site.
2. A thorough briefing should be held between the Incident Commander and the lead IO at the very beginning of the assignment to communicate roles, responsibilities and expectations. There should be frequent and open communication between the IC and lead IO.

3. The lead IO should have the opportunity to walk into the gathering site periodically to meet up with media.

## **Administration Summary**

### **Administration:**

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

### **Operations/ Accomplishments:**

The team's strategy was to minimize costs by utilizing existing systems such as computers, equipment, operating from the local BLM office buildings.

The "Rainbow Incident" is funded at the Washington Office level. The funds provided for this operation are intended to support the costs of the NIMT and their ordered personnel. This year's NIMT budget was \$402,000. All Law Enforcement and Investigation (LE&I) personnel including LE&I administrative staff assigned to the incident are paid for overtime only from the NIMT. Five Law Enforcement Officer (LEO) trainees were paid for by their home unit. The Safety Officer, Public Information Officer and Resource personnel 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.

All personnel were dispatched through established dispatch procedures. An initial incident number was established by the Cody Interagency Dispatch Center for the pre-staging of the core NIMT members. All personnel were name requested through the CDC. After the team moved to Rock Springs, incident was transferred to the Rawlins Interagency Dispatch Center

Incident personnel were located in two motels in Riverton, WY. During the team's time in Rock Springs, WY the team was located in two different motels. The motel was

selected because of availability. Most of the team had to move after arriving in Rock Springs due to availability of rooms. Farson, WY Fire Department NIMT provided a facility free of charge to use as a remote Magistrate's court.

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

This year, Region 2, 4 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 admin area provided all documentation related to statistics gathering and prepared court dockets for three court dates.

A total of \$5,000 was committed to the Sublette County Sheriff's Department for Cooperative Law Enforcement 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 paperwork of the incident once they return to their home units and their regular jobs.

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

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 BLM Rock Springs Field Office was instrumental in creating a smooth transition into the community for the NIMT. They offered office space, equipment and office personnel all free of charge. Pinedale District employee Lynda Leeper assistance during court was extremely beneficial to the team. Her help enabled the administrative section to concentrate on completing other pressing work and not be tied up in court. The administrative section is appreciative to the individuals that contributed their time and expertise to the operation.